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ABSTRACT

This document is a curriculum outline for a unit of a course about adult education in Great Britain. The objectives of the unit are the following: (1) to identify existing forms of provision for adult education and training; (2) to relate existing provision to explicit policies and to existing demand; (3) to understand the character of the relationship between provision for adult education and training and the provision of education and training at other levels; (4) to identify differences in the objectives and in the influence of the various providing bodies; and (5) to review the current policies for future development in this area. Material covered in the unit includes adult education in England, Wales, Scotland, and Northern Ireland; training programs for adults; and the interelationship of adults, education, training, and work. Activities are included for the various information areas. (KC)

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ED199384

THE OPEN UNIVERSITY

Educational Studies: A Second Level Course
E222 The Control of Education in Britain

Unit 14
Adults and Education

Prepared for the Course Team by Nick Small

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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1.1

Objectives

When you have completed this unit you should be able to:

(a) identify existing forms of provision for adult education and training;

(b) relate existing provision to explicit policies and to existing demand;

(c) understand the character of the relationship between provision for adult education and training and the provision of education and training at other levels;

(d) identify differences in the objectives and in the influence of the various providing bodies;

(e) review the current policies for future development in this area.

Notes on studying Unit 14

All that you are required to read is printed within this correspondence text: there is no set reading or recommended reading.

FURTHER READING

Mee, G. and Wiltshire, H. (1978) *Structure and Performance in Adult Education*, London, Longman Group Ltd.

Department of Education and Science (1973) *Adult Education: A Plan for Development*, London, HMSO (The Russell Report). This is a mine of useful and interesting information, not least in the appendixes, and is the obvious first reference on any matter relating to adult education, stating the position in the early 1970s.

The Manpower Services Commission issues annual reports, and other reviews and plans from time to time. Its address is: Selkirk House, 166 High Holborn, London WC1V 6PP.

Those interested in finding out more about the education of adults are referred to *Using the Literature*, especially the appropriate references in sections 4.6, 4.14(b), 4.33 and 4.34.

TIMING

The timings are offered as a very rough guide.

Time schedule	*hrs*	*mins*
Correspondence text	7	45
Activities and comments	1	35
Studying appendixes		40
Total	10	00

AUTHOR'S ACKNOWLEDGEMENT

I should like to thank those who have helped by providing advice, information and comment on the subject of this unit, and upon my attempts to construct a reasonably coherent text. I am especially in the debt of the local authority officers and university staff whom I consulted over Figures 2, 3, 4, 5 and 6.

I should also like to thank Professor Bernard Jennings, Director of Adult Education, University of Hull, who kindly gave permission to reproduce Figure 7.

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1 Introduction

1.1 In writing about adults and education, I am not considering a single sector or phase of education. Many adults make educational provision for themselves on an individual basis: for example, through the use of public libraries or by cultivating skills necessary for 'do-it-yourself' home improvements. Many groups and associations also include educational provision as part of their general activities. This unit is concerned with the education and training facilities for adults that are publicly financed through statutory and certain voluntary bodies – the local education authorities, university extension departments, the Workers' Educational Association and the Manpower Services Commission.

1.2 Even within these limitations there is no coherent pattern or integrated system. The Manpower Services Commission, in particular, is quite separate from the other bodies in the scope and nature of its provision, and has, by far, the largest finances. Generally, the remainder receive public funds to make broadly defined provisions (which may overlap in practice) within regulations that leave a fair amount of discretion in their interpretation. In addition, limited finance is available outside the regulatory system: this is another discretionary element, enabling providers to respond, for example, to a perceived need or demand which may fall outside their normal provision.

1.3 Consequently, provision for adults can vary widely from place to place. The discretion available to each provider may be seen as generating opportunities for local variations and adaptations, and positive encouragement to respond appropriately to circumstances in different areas. In administrative terms, this discretion may be seen as inhibiting, since the very lack of clarity and precision leaves open the question of minimum levels of provision. The effect tends to be that, when education is expanding, sufficient resources are available to enable adult provision to expand alongside; when resources are scarce, adult provision can readily be cut back.

1.4 As a result of the diffuse nature of provision for adult education, the question 'who controls the system?' is not quite appropriate. Much depends on demand from, or the need of, the adult population and much more on the readiness of providers to recognize these demands and needs and to respond to them. More money fed through the Department of Education and Science could enlarge provision, and encouragement and support from the DES could lead to more full-time appointments in LEAs, the Workers' Educational Association and university extension departments. In the circumstances of the late 1970s, this would not necessarily lead to a more unified provision. It might, in fact, lead to a more varied provision being more widely available, because decision-making is devolved to providers whose discretion has extended to creating their own structure for adult provision and who have thus created their own control procedures, subject to influences and relationships whose composition and balance may vary from provider to provider. Control within educational provision for adults is diffuse and I shall look at it in terms of each major provider.

1.5 Control, seen in terms of the allocation of resources to the adult sector, implies competition with other sectors of education. Here the position of adults is weak as the majority of them are voluntary and part-time participants in education, frequently using institutions and facilities designed for younger age groups who participate full-time in education. The influence of particular lobbies may lead to specific initiatives, but, on the whole, provision for the adult sector depends on the priority accorded to it by providers, such as LEAs and universities, whose major educational concerns lie elsewhere.

1.6 Before examining the administrative framework for public provision of adult education, I wish to raise some further general points about the education of adults.

1.7 The scope and nature of much adult provision raises the question as to whether it is most appropriately administered as 'education'. Some branch of the social or community services may, in particular instances and to some adult educators, seem more suitable. This possibility emphasizes that adult provision does not always tie in easily or comfortably with other educational provision. The reality in the late 1970s, however, was that adult education was part of general educational provision and likely to remain so. Indeed, possible expansion in the adult field, due to developments in what was becoming known as 'continuing education', would increasingly, it seemed, mesh in with other educational provision.

1.8 The aims and objectives of providers of education for adults are varied and may be confused, or not thought out, in some cases; or the structure of any provision may not be adapted to such goals as have been identified. The voluntary nature of most adult provision has not encouraged the emergence of a consensus.

1.9 Strands in the patchwork of adult provision give it a distinctive pattern and they arise from the different traditions that have developed in answer to such broad questions as, what is the role of education in society? Responses to this question have been predictably varied and reflect views on what is meant, or ought to be meant, by 'control'. For some, knowledge itself is neither neutral nor objective, but defined in terms acceptable to those with most influence and power in society. Those holding this view most strongly have tended, where the education of adults is concerned, to form voluntary associations independent of public financial support or assistance. Education as provided by statutory bodies is regarded mainly as reinforcing the *status quo*, offering upward social mobility and high occupational status to those who perform well.

1.10 Others regard education as an agent for change in society. They agree that it is a process which is not an end in itself, but a means to an end that is probably social or political. Education is a way forward, an important element in a democratizing process, breaking down barriers in a traditionalist social system, widening opportunity and enabling more people to be actively involved in decisions which affect them. For others, education has a reactive, not an initiating, role, responding to changes in society at large, not bringing them about, being used as a device to help people to adapt to change.

1.11 Given the disagreement about the aims of education and the wide discretion available to those who provide adult education, it is to be expected that different traditions have emerged, often coexisting within the same administrative structure.

1.12 As providers have unclear or mixed objectives, so many adults who seek opportunites for education and training may have varied motives: 'developing an interest in a subject'; 'meeting other people'; 'getting a (different) job'; 'being promoted'; 'understanding myself, realizing my potential'. Consequently, much educational provision for adults is made to meet a demand that may not be specifically or predominantly educational and it is frequently offered in groups where the learners may have individual needs and interests which are not easily harmonized.

1.13 Lack of interest in education on the part of many adults leads to selective participation; some frequently or constantly involved, others seldom or never. This lack of interest may be due to experience of school, which leads to 'school' and 'education' being equated, resulting in no inclination to pursue,

and often alienation from, educational activities in the adult years. In the late 1950s, Dr Joseph Trenaman found that nearly 45 per cent of a sample survey were 'resistant to new ideas and higher values, [tending] to avoid unaccustomed impressions, or can't be bothered to consider them', reading at most 'the lighter items in the newspaper', not looking or listening to 'the more serious broadcast programmes' and having little to do with 'cultural activities of any sort'.[1] Attitudes towards education among this 45 per cent covered a spectrum from 'indifference' to 'rejection'. Other surveys indicate that educational provision for adults draws unevenly from the adult population, those with longer periods of initial education being over-represented, those who left school at the lowest permitted age being under-represented in proportion to their numbers in the adult population as a whole. Since occupation relies significantly on educational record, those in high status occupations are therefore proportionately over-represented and those in low status occupations are under-represented.

1.14 Those providing education for adults are frequently ambivalent in their attitude towards the rest of the educational system, feeling both part of it and apart from it. The providers discussed in this unit, except the Manpower Services Commission, are structurally part of general educational provision. However, except in the case of the Workers' Educational Association, they are part of much larger educational organizations whose main interests, concerns and objectives lie elsewhere. Consequently, those making educational provision for adults often feel that they are isolated, their aims and attitudes being neither shared nor understood by colleagues in other sectors of education who provide for younger age groups.

1.15 An adult seeking education can find it in many places, well beyond the confines of the framework discussed in this unit. Many organizations who are not primarily concerned with education devote energy and resources to it: for example, the armed forces, museums, the churches, trade unions, libraries and political parties. As an Open University student, you will not overlook direct educational provision by the broadcasting networks. Most training opportunities for adults are made available by or through employers and industrial training boards. Additionally, there are many *educative* influences in society which encourage an individual to reassess a hitherto accepted idea or change an attitude (i.e. the effect of reading a newspaper article or hearing a radio broadcast is educative for a particular reader or listener, though not primarily intended to be so by the writer or broadcaster).

1.16 'Education' – a process concerned with understanding – and 'training' – teaching of skills – are terms adapted for administrative functioning, not to preordained definitions. Increasingly, general education components are included in training courses, eroding distinctions that were once clear. On the other hand, teachers and other professionals, who were once 'trained', are now 'educated'. Similarly, the terms 'vocational' and 'nonvocational' have an administrative significance not always precisely related to actual provision. As in paragraph 1.12, the motive of an individual enrolling for a course may not match the perceptions and assessments of a provider in deciding to offer it.

1.17 In the foregoing paragraphs, I have tried, very briefly, to indicate the background against which this unit has been written. Adults seeking education are all volunteers, in most cases they participate in their spare time and usually pay a fee and take courses which are mostly not examination oriented. You may wish to consider any contrasts that arise with the educational provision discussed in earlier units of this course, and their implications. For instance, the fact that all are volunteers prompts the question of how the nonvolunteers can be attracted and retained; and this raises issues regarding the nature and style of provision.

1.18 I shall be discussing the main outlines of 'official' provision for adults – 'official' in the sense that the finance is public money disbursed mostly through public educational and training bodies or agents. Even so, I shall neglect large areas of publicly financed adult education: for instance, education for the armed forces (financed by the Ministry of Defence) and prison education (financed by the Home Office). In writing this unit, I have tried to keep in mind:

(a) the relationship between educational provision for adults and the rest of educational provision;

(b) the mechanisms of control within the adult sector itself;

(c) the extent of control adult learners themselves are able to exercise over the education that is offered.

The first issue involves a struggle for greater resources, the second the management and administration of such resources as have been obtained or allocated. The third issue is ultimately the most important, but depends on the other two. It recognizes that, within the adult sector, increasing efforts are being made to encourage user representation and participation in management committees of the institutions. However, student representation may lead to conflict with professionals who feel a responsibility to attempt to involve current nonusers: for example, by altering what may, for current students, be an entirely satisfactory programme. Additionally, the administrative pattern makes use of words like 'provision' and 'provider' which may cultivate an attitude or cast of mind that does not readily or willingly share decisions over allocation of resources with participants.

Activity 1 To assist you in familiarizing yourself with Appendix 2, which contains statistics on adult education, you are asked to seek out the following information contained in it:

(a) total enrolments in evening institutes in England and Wales;

(b) total enrolments in 'responsible-body' courses in England and Wales;

(c) total enrolments in Workers' Educational Association courses;

(d) the number of full-time teachers, organizers and principals in LEA adult education in England and Wales;

(e) the number of staff (administrative and academic) engaged full-time in university extension work;

(f) the number of full-time professional staff employed by the WEA.

Spend ten minutes compiling the information, then five minutes drawing two conclusions from your figures.

Compare your answers with the author's comments in Appendix 1.

---

2 Adult educational provision in England and Wales

2.1 Organizationally, the unit deals first with what is generally called adult education within the public educational system, mainly in England and Wales. The roles of the WEA districts and the adult education departments of universities, which together are labelled 'responsible bodies', and the roles of the DES and LEAs are described and discussed. A short section follows, indicating variations in the provision for adult education in Scotland and Northern Ireland. The unit then takes up the administratively separate function of training, concentrating on some of the schemes and facilities available through the Manpower Services Commission. Finally, a broader sweep is taken, to see if a coherent overarching system is desirable, and whether or not such a system could be accommodated within the existing structures.

2.2 There is no statutory definition of the term 'adult education' and no broadly accepted definition exists. It is subsumed statutorily under the term 'further education'. The Russell report of 1973, the major report on adult education in England and Wales in recent times, produced the following definition: 'opportunities for men and women to continue to develop their knowledge, skills, judgement and creativity throughout adult life by taking part, from time to time, in learning situations which have been set up for the purpose as part of the total public provision of education'.[2] I shall adopt it for the kind of provision discussed in sections 2 and 3 of this unit.

2.3 Some statistical information on this sector is available in Appendix 2. Accurate financial support is even more difficult to assess than the numbers involved, but is probably well under 1 per cent of the national educational budget.[3] Adult education does not make great demands; there is little legislation and few regulations concerned with what is a marginal sector in terms of resources, though legislation and regulations applying to much larger sectors of education can have unforeseen consequences on it. Because the resources allocated to it are low, adult education has little, if any, power beyond its own sector. It must rely on the influence of concerned individuals to safeguard its interests, its comparatively minimal requirements giving it no political 'pull'.

2.4 Before proceeding, you are asked to spend a few minutes studying Figure 1, overleaf, which gives an outline of administrative structures in adult educational provision, with an indication of the sources of funding and a brief reference to training.

THE DEPARTMENT OF EDUCATION AND SCIENCE

2.5 Within the DES, adult education is dealt with in a division of the Higher and Further Education 1 branch.[4] The department's responsibility for adult education applies only to England: from 1 April 1978, adult education in Wales passed to the Secretary of State for Wales. This was too soon before the writing of this unit for any effects of this change to emerge and remarks covering the DES may also be assumed to apply to Wales.

2.6 The LEAs are the main providers of adult education, but the power of the DES to influence that provision is great. First, the 1944 Education Act assumed interest and encouragement from the centre, as the Russell committee reported:

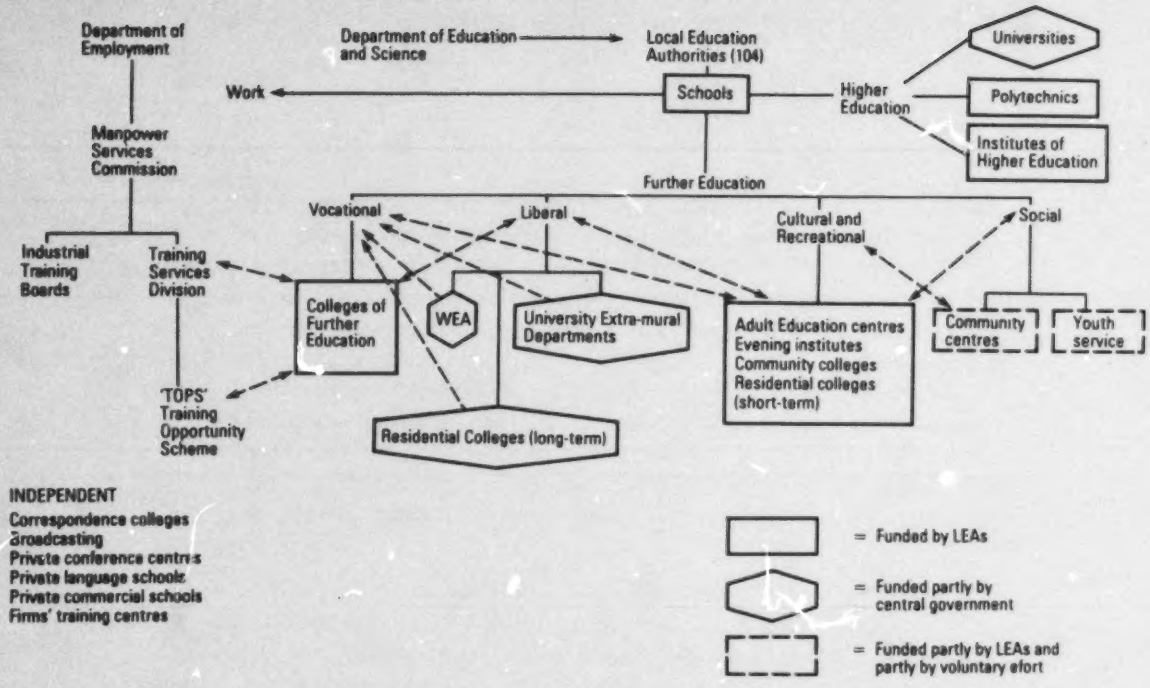


Figure 1 Adult Education in England and Wales.

> That the Education Act 1944 invites such a lead for adult education is also clear: it is the Minister's duty (Section 1) 'to promote the education of the people of England and Wales' and 'to secure the effective execution by local authorities, under his control and direction, of the national policy of providing a varied and comprehensive education service in every area'. Section 7 prescribed first the three progressive stages of primary, secondary and further education, and, second, the general duty of local education authorities: 'and it shall be the duty of the local education authority for every area, so far as their powers extend, to contribute towards the spiritual, moral, mental and physical development of *the community* by securing that efficient education throughout these stages shall be available to meet the needs of the *population of their areas*'. The italics are ours, to indicate how explicit is the assumption in the Act that the education service is to be comprehensive for everyone, for adults as well as children and young persons.
>
> (The Russell Report)[5]

A service of education for adults is taken to be part of the responsibility of LEAs in providing 'a varied and comprehensive education service', a phrase taken by the Russell committee as the basis for their recommendations on adult education.

2.7 The prompting of LEAs by the DES is especially important on adult educational matters because of the lack of other advice, such as government reports or general policy statements. With very little guidance coming to them on adult education from central government, LEAs may be more inclined to respond on the rare occasions that DES circulars refer to adult education. The Russell report commented that:

> . . . such initiatives as have come from the Ministry of Education and its successor the Department of Education and Science have had a significant effect on local authorities: for example, the growth in the number of full-time appointments since 1963 shows with what seriousness the Administrative Memorandum No 6 of that year was acted upon.

> Unfortunately the other circulars and memoranda emanating from the Department have usually had the raising of fees as their primary concern, but these have also been influential upon all but the most committed local education authorities. In a negative sense the recent history of adult education makes clear how important is the lead from central government.
>
> (The Russell Report)[6]

Administrative Memorandum No. 6, mentioned above, was concerned with accommodation and staffing. As a result, many more full-time appointments were made and the service expanded.

2.8 The DES is expected to give a lead on adult education, as on other educational matters: its authority is such that any lead it gives is likely to be responded to by LEAs. However, as the above quotation from the Russell report implies, it has generally not exercised its responsibility. The result is a patchwork of provision across the country, with LEAs deciding individually, or in response to local pressures, how and what to provide for adults in their area. The adult education sector is, in practice, an area of policy discretion for LEAs. Some have built up and developed the adult sector over a period of years; many seem to have had no consistent or coherent policy.

2.9 Control in the field is exercised through the Further Education Regulations.* So far as support of adult education activities is concerned, these mainly cover the financial provisions for making grants to certain organizations:

> GRANTS TO 'RESPONSIBLE BODIES'
>
> 28. (1) Subject to the provisions of this regulation, the Secretary of State may pay a grant to a 'responsible body' towards the cost of providing tuition in any course of liberal adult education included in a programme approved by him for the purposes of these regulations.
>
> (2) The amount of any such grant shall be determined by reference to the general standard of the courses included in the programme (having regard to the syllabuses, the quality of teaching, the length of courses and the arrangements for written work reading under guidance and other forms of private study to be carried out between meetings), the needs of the area, the activities of other bodies providing further education in the area and the fees paid by students.
>
> (3) It shall be a condition of grant under this regulation that the appointment of full-time lecturers and tutor organisers for any such programme shall be subject to the approval of the Secretary of State; and regulation 23 shall apply in respect of any course included in the programme as it applies in respect of courses provided by voluntary establishments.

The main recipients, the 'responsible bodies', are defined by the regulations as 'a university, a university college, a committee of a university or university college, a national association or a district committee of a national association'; in practice, this mainly covers twenty-four university extension departments in England and Wales, and the seventeen WEA districts of England and Wales.

2.10 Other national associations may receive grants for educational work, which does not have to be 'liberal adult education'. An example is the National Federation of Women's Institutes, an educational and social movement, with over 400,000 members. Grants are available for other purposes to managers of village halls and community centres in respect of capital expenditure

*These, in early 1979, were The Further Education Regulations 1975 (SI 1975, No. 1654), which were amended by The Further Education (Amendment) Regulations, 1977 (SI 1977, No. 887).

involved; for the training of youth leaders; and to other organizations connected with the provision of facilities within the meaning of Section 41(b) of the 1944 Education Act (quoted in paragraph 2.15 below).

2.11 Under Part III of the Further Education Regulations, certain voluntary establishments may receive a grant for any expenditure incurred in provision and maintenance. The Secretary of State has the power to direct the governing body on issues such as efficient conduct of the establishment, course provision and fee arrangements. These regulations enable the seven long-term residential colleges for adults in England and Wales to be supported. Direct grants made by the DES in 1977–8 were:

responsible bodies	£3,967,000
long-term residential colleges	
current	742,258
capital	49,610
national associations	172,400
Total	£4,931,268

The Adult Literacy Resource Agency (ALRA) received £1,200,000 as part of a scheme discussed later (see paragraph 2.27).

2.12 The grant-aid regulations are drawn fairly widely, leaving a large area for discretion and negotiation. This means that experimental developments can be encouraged and supported, and worthwhile work by voluntary groups maintained. However, the discretionary nature of the grant means that it is an obvious target for reduction or withdrawal at times of financial stringency, when statutory obligations not only take priority (as they do at other times), but absorb virtually all resources.

2.13 HM Inspectors have the responsibility of applying the regulations as well as of keeping themselves and the DES informed of adult educational provision. They have a national perspective which is very important in a field that is so dispersed and isolated. They have encouraged 'best practice' through various DES short courses for those concerned with LEA and other adult and youth provision. Other courses, relating to research on topics relevant to adult education, are held from time to time. The Russell committee reported that adult education was part of the special responsibility of a chief inspector and three staff inspectors, and recommended an increase in their number. At that time, about forty inspectors had some special duties in adult education, including liaison with the responsible bodies, and all district inspectors of further education in England and Wales included adult education in their responsibilities.[7] The DES has increased the number of its staff responsible for adult education in line with the Russell report, but the strength of the inspectorate (in early 1979) had fallen to one chief inspector, one staff inspector and seven divisional inspectors with some responsibility for adult education (reflecting, in part, a fall in the total numbers of HMIs).

2.14 The work of the inspectors is to liaise with those providing adult education. Among their duties, they approve the programmes of the responsible bodies for grant purposes. This gives an appearance of potentially strict control. In practice, however, programmes are unlikely to be rejected, though any comments from HMIs may well be taken into account when drawing up the programme for the following year. The influence of the inspectorate tends to be constructive rather than restrictive: for example, in ensuring that innovatory ideas are adapted so that they fall within the grant-aid regulations; or that regulations are phrased in an inclusive, not exclusive, way. The Russell report found that 'the influence of HM Inspectors has been felt throughout all sectors of adult education, although to varying degrees in

different parts of the country',[8] an indication that HMIs possess authority rather than direct power and that their advice is by no means always taken.

THE LOCAL EDUCATION AUTHORITIES

2.15 The Education Act, 1944, Section 41, reads as follows:

> It shall be the duty of every local education authority to secure the provision for their area of adequate facilities for further education, that is to say:
>
> (*a*) full-time and part-time education for persons over compulsory school age;
>
> (*b*) leisure time occupation in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose:
>
> Provided that the provisions of this section shall not empower or require local education authorities to secure the provision of facilities for further education otherwise than in accordance with schemes of further education or at county colleges.

The Russell committee explained the effect of the proviso on the legislation and on the resulting LEA adult education service.

> However, the effect of the proviso, read (as it must be) with Section 42, is that, notwithstanding the width of the substantive words an authority has power to do anything for which provision is made by its scheme of further education but a duty to do only that which it is directed to do under Section 42(2), which reads as follows:
>
> '42(2). Where a scheme of further education has been submitted to the Minister by a local education authority, the Minister may, after making in the scheme such modifications if any as after consultation with the authority he thinks expedient, approve the scheme, and thereupon it shall be the duty of the local education authority to take such measures as the Minister may from time to time, after consultation with the authority, direct for the purpose of giving effect to the scheme.'
>
> No directions relevant in the present context have been given under Section 42.
>
> We are advised, therefore, that while it may have been surprising, it was not in the circumstances unlawful for one or two local authorities in 1968 to propose as measures of economy to suspend their adult education altogether, including their support of other providing agencies. We feel sure that, had there been a consistent lead from the Secretary of State ever since 1944 for the effective provision of adult education, this situation would never have arisen. We also believe that the duty of local education authorities in this matter would have been clearer had there been separate mention, by name, of adult education in Section 41 of the Act and if the regulations made under the Act were described as Regulations for Further and Adult Education. We believe that, when opportunity arises, Sections 41 and 42 of the Act should be revised.
>
> (The Russell Report)[9]

2.16 Adult education, because it is part of further education, is by implication defined in the act and is therefore a statutory duty. However, it is not quantitatively defined so an LEA cannot be required to provide it beyond an absolute minimum – which could be taken to be one class in its area (an illustration which may be disputed since the issue of minimum provision has never been clearly resolved).

2.17 The extent and nature of provision in any area depends on a number of factors, such as historical circumstances, social composition of the area and interest in and sympathy for the work among particular senior LEA officers. There is no obvious constituency for adult educational provision beyond saying it is for all the adults in an area; and the diverse nature of adult provision means it appeals to different individuals or groups on different grounds.

2.18 Historically, adult education as it is today began in evening courses that gradually diverged into different administrative areas ('aduit education' being 'nonvocational' as opposed to 'vocational') that thereafter distinguished them. The reading in Unit 12 from Adrian Bristow's *Inside the Colleges of Further Education* refers to 'evening institutes', 'evening classes' and 'night schools'. In the first paragraph, Bristow remarks that 'the early history of technical education in England is . . . entwined with adult education'. The entwining of provision in premises devoted in the evenings to both vocational (or technical) and nonvocational education for those above compulsory school age led to a great deal of fuzziness and uncertainty among both officials and members of the general public about the purpose and content of adult education. It is an ill-defined activity, confused with technical education, in places dominating it and elsewhere being dominated by it.

2.19 LEAs which respond only to expressed demands are likely to provide disproportionately for the better educated, since it is the more articulate members of society who generally make such demands. Such provision is likely to be conservative rather than innovatory in that it will focus on expansion of existing provision to meet additional, rather than alternative, demands. LEAs concerned to seek out needs which are submerged or unexpressed may provide for a different clientele and develop a different ethos in the service. These contrasting approaches may have implications for fee levels and for the nature of the curriculum.

2.20 A possible reason for these contrasts lies in the interpretation of the 1944 Act. The intention may have been to include adult education under Section 41(a), but this was not made explicit. Some may assume that it is governed by Section 41(b), and so regard it as a 'leisure time occupation in . . . organized cultural training and recreative activities', not 'education for persons over . . . school age'. This compounds confusion as to what adult eduction is and influences attitudes towards it.

2.21 Within LEAs, attitudes among senior officers can affect the morale of the service and the provision made for it. With few initiatives coming from the DES, local authority interest is vital in developing 'a varied and comprehensive service'. The service is not of influential proportions in LEAs, only a fifth of them having twenty or more full-time staff in this area of work – many fewer than the staff of a single secondary school. Within LEA administration, adult education is an additional responsibility for a senior officer whose main work is elsewhere. The Russell committee surveyed the 163 LEAs existing at the time of its inquiry:

> One hundred and thirty seven local education authorities provided details of the administrative officers responsible to the chief education officer for adult education. The information requested referred to the rank, number and percentage of time given to adult education by the officers concerned. Of the 137 responding authorities there were thirty three for whom the most senior officer responsible for adult education was a deputy or senior assistant chief education officer. The average percentage of time allocated to adult education was 8 per cent. In a further eighty five authorities the most senior officer was an assistant education officer, and the average percentage of time was 15 per cent. For the remaining nineteen authorities a wide variety of ranks and descriptions of officers were stated.
>
> (The Russell Report)[10]

Adult education has constantly to make its case to the local authority at the higher administrative level, unless a senior officer, who may not be responsible for adult education, deliberately attempts to safeguard it. Taking the first issue of control mentioned in paragraph 1.18, the obtaining of resources, adult education is in a very weak position to increase its allocation. Because it is an area where savings can be made when other provisions have to be maintained, it is affected more quickly (and to a greater degree) at times of retrenchment than other parts of the educational system. Consequently, the interpretation of 'adequate facilities' within Section 41 of the 1944 Education Act may vary in a particular LEA.

2.22 The allocation of resources to adult education is made by the further education subcommittee of the education committee in about two-thirds of the LEAs.[11] With reorganization of local government in 1974, changes affected provision in a few areas. Departments of leisure, combined with other local authority responsibilities, were set up in some places and some of them took on activities governed by Section 41(b) of the 1944 Act, though in fact such activities are the statutory responsibility of the LEA. Similarly, district councils in nonmetropolitan counties have responsibility for recreation and leisure amenities, but do not constitute an LEA. Section 41(b) lends itself to many purposes, mainly less formal provision and youth work, and gives an opportunity for a LEA to support, or involve itself in, a broad range of activities, such as community development or efforts to activate communities to bring about change with minimum assistance or reliance on outside agencies. Because of the lack of legislative definition of adult education, there was administrative confusion in some local authorities by the late 1970s, raising the question of how far adult education was seen as an integral part of educational provision.

2.23 The way provision is made in any LEA can affect the second and third issues of control mentioned in 1.18: that is, management of the resources allocated and the involvement of users in decision-making. Many forms of provision exist, having been set up in an *ad hoc* manner and becoming institutionalized with the passing years. Many LEAs have a mixed pattern of provision, but three main types emerge:

The most substantial consists of separate adult education organisations. These may represent a single centre. It could be a couple of classes in a village school, organised by the headmaster who, for this purpose, becomes a part-time centre head or principal. At the other extreme it could be a large adult education centre with premises of its own, many thousands of students, and a full-time staff consisting of principal, vice-principal, department heads and perhaps some other full-time teachers, an administrative and clerical support staff, and hundreds of part-time tutors. Another major type of LEA organisation has responsibility for a geographical area, where classes will be held in a number of local centres (most often schools) and, more rarely, one or more buildings which are entirely at its own disposal. The local centres may well develop some form of identity of their own. Area institutions vary greatly in size. Some may lack even a full-time principal, but increasingly they have such a person in charge (he is sometimes called an organiser), and he may be supported by other full-time and part-time organising staff. Most of these will be responsible for subsidiary centres serving parts of the area, and they may be called centre heads, vice-principals or organisers. In more developed situations some full-time or substantial part-time subject specialists (mainly in the most popular subjects) are becoming available, and there will be some clerical support.

A second framework of LEA provision is the college of FE, which may handle the task in a variety of ways. One is for one or more subject

departments of the college to make specialist provision, using their own full and part-time staff as, when and where they judge appropriate. Another is for all or most adult education provision to become the responsibility of the department of general studies, which may or may not have a member of staff for whom this is a major of full-time responsibility, and whose status may vary a good deal. A third is for the college to set up its own department of adult education with a head and possibly some full-time staff. In some instances this department is the responsibility of the vice-principal of the college. In these fully developed forms of college of FE provision for adult education the college has the same functions as an area institution; it is less common (owing to its other pre-occupations) for it to develop the characteristics of an adult education centre with its own institutional identity. Less developed forms of provision by colleges of FE may co-exist with the other two frameworks of LEA provision.

In a third kind of framework, variously described as community schools, community colleges or village colleges, the provision of adult education is the responsibility of an institution intended to serve on an equal basis the needs of all age and interest groups in its catchment area. Its headmaster (who often assumes a different title to signalise the change) is in charge of the whole institution but delegates the running of adult education to a member of staff who may be a deputy or department head but is sometimes very junior. His responsibility may be full-time, shared with normal teaching in the school, or carried out as an addition to full-time teaching there. There may be an "FE wing" attached to the school which may or may not be freely and continuously available for adult education purposes; there may or may not be out-stations for class provision elsewhere in the catchment area. Various types of constitutional and financial arrangements exist to give adult students responsibility. These can result in a high degree of autonomy and institutional identity, act as a supporters' club, or be the body which is informed by the school of what it intends to do with adult education.

(Elsdon, K. T.)[12]

2.24 Actual examples of three LEA structures are shown in Figures 2, 3 and 4. Figure 2 is an area organization, similar to that described by Elsdon in the second part of the first paragraph quoted above. Figure 3 is a further education structure (the second main type described) and Figure 4 is a mix that includes community schools (the third major type) as well as further education colleges. You are not expected to commit any of these structures to memory, but you should gain an appreciation of the varied approaches, illustrating the discretion available to LEAs in forming their own structures and the effects of those structures on the powers and responsibilities of those working within them. You are asked to study the examples and to note differences and similarities. The following points may assist you in your examination:

(a) Being actual examples, not idealized models, the structures are neither tidy nor comparable. Nor can similar information be obtained from each LEA. There is no agreed set of criteria across LEAs by which a structure or programme is assessed.

(b) The official term 'evening institute' covers a programme which may be conducted in a number of buildings, miles apart, united under a principal or organizer.

(c) Whatever the constraints imposed by an LEA on an organizer in drawing up a programme, it is generally left entirely to the organizer to engage the part-time staff.

most adult students attend a particular class or classes and may not be concerned or involved beyond that; and may not conceive of themselves as part of an institution or programme in the way that a child tends to identify with the school rather than any part of it.

(e) Management committees, some with a measure of financial responsibility, and most with participants represented, are generally encouraged:

> There is, however, one major difficulty. Statutory provision was made by the Education Act, 1944 for the establishment of managers and governors of primary and secondary schools respectively. Again provision was made for the government of colleges of education, of further education institutions providing full-time education and of special schools by the Education (No 2) Act, 1968. The great majority of organisations of adult education are unlikely in the foreseeable future to provide full-time education. Thus there is at present no legal enactment under which governing or managing bodies or organisations of adult education directly maintained by local education authorities (except where they are part of colleges of further education) can be established otherwise than as a committee of the authority or as a sub-committee of that committee. In practice this means that the powers of the education committee are delegated to a major sub-committee, such as the further education sub-committee itself. In any case the constitution of a sub-committee is subject to any restrictions imposed by the local education authority, for example, through its standing orders, which in many cases would inhibit the kind of membership outlined in paragraph 198. . . . among others members of the sub-committee of the local education authority responsible for adult education, members of staff and student members of the organisation, and representatives of appropriate voluntary organisations. . . . There does not, therefore, appear to be any way in which a management committee of an organisation for adult education established by a local education authority can enjoy any financial powers of its own unless it has been set up as a local voluntary association. In all other circumstances the management committee must be an advisory committee.
>
> (The Russell Report)[13]

The legislative response to the Taylor report[14] on school governors could affect the management committees of adult provision in community schools and colleges.

(f) Further education teaching is classified into five categories: 100 student hours of category I generating 1 unit; 600 students hours of categories IV and V generating 1 unit. Virtually all adult education is category V. The gradings of heads of department are then determined according to unit totals. To go above grade IV requires 250 units of work in categories I, and/or II and/or III. Effectively, this limits adult educators paid on the further education head of department scale to grade IV.[15] Where appointment is made at principal or vice-principal level, the salary group is again determined by unit totals, but without limitation (though with some discretion to the LEA where unit totals are low).

(g) No career structure existed up to the early 1970s when a short structure based on Burnham further education scales was applied quite widely. By the later 1970s, negotiations were in progress to develop a roughly comparable pay structure for LEA adult education full-time appointments, as part of the Burnham FE structure.[16]

(h) Lack of a career structure led to full-time staff being dispersed across a number of professional associations, thus depriving the sector of a single or

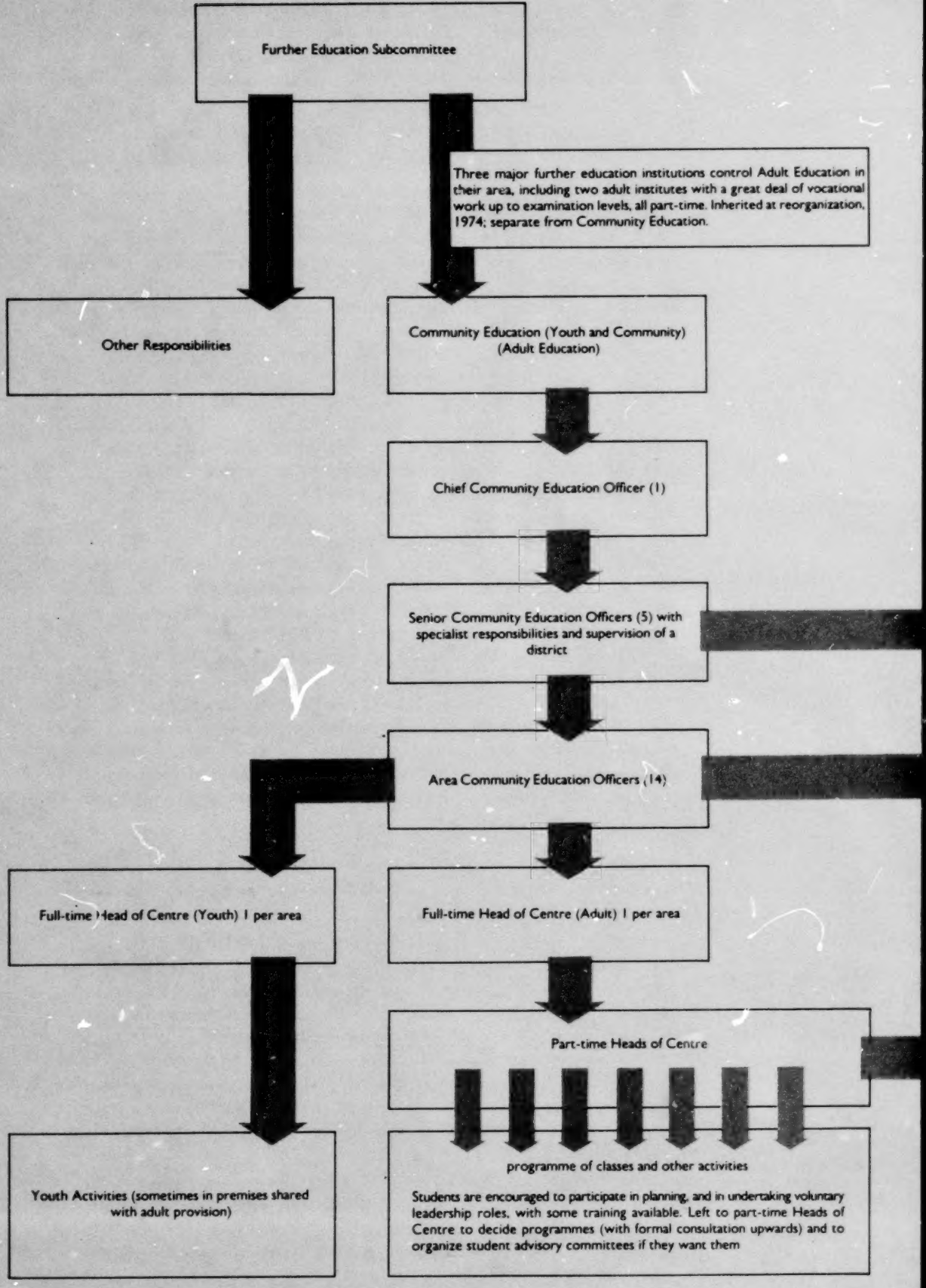

Further Education Subcommittee
Three major further education institutions control Adult Education in their area, including two adult institutes with a great deal of vocational work up to examination levels, all part-time. Inherited at reorganization, 1974; separate from Community Education.
Other Responsibilities
Community Education (Youth and Community) (Adult Education)
Chief Community Education Officer (1)
Senior Community Education Officers (5) with specialist responsibilities and supervision of a district
Area Community Education Officers (14)
Full-time Head of Centre (Youth) 1 per area
Full-time Head of Centre (Adult) 1 per area
Part-time Heads of Centre
programme of classes and other activities
Youth Activities (sometimes in premises shared with adult provision)
Students are encouraged to participate in planning, and in undertaking voluntary leadership roles, with some training available. Left to part-time Heads of Centre to decide programmes (with formal consultation upwards) and to organize student advisory committees if they want them

Figure 2 Provision for Adult Education: an area structure. The LEA on which this is based is a metropolitan district.

FEES set by Further Education Subcommittee. Adult Education budget separate within the Further Education budget and, for auditing reasons, not part of the Youth and Community budget.
Significant expenditure on Adult Education from outside the LEA in effect gives greater flexibility to the LEA budget: i.e. £70,000 from Urban Aid, covering 75% of the appropriate programme, was replaced by the MSC, prepared to meet 100% of the costs; Adult Literacy Unit made a £20,000 allocation.

Districts coincide with local authority programme areas. Senior Community Education Officers: liaison role relating to the district generally. Training budget and exercises held at this level, with monthly meeting for all full-time Community Education staff.

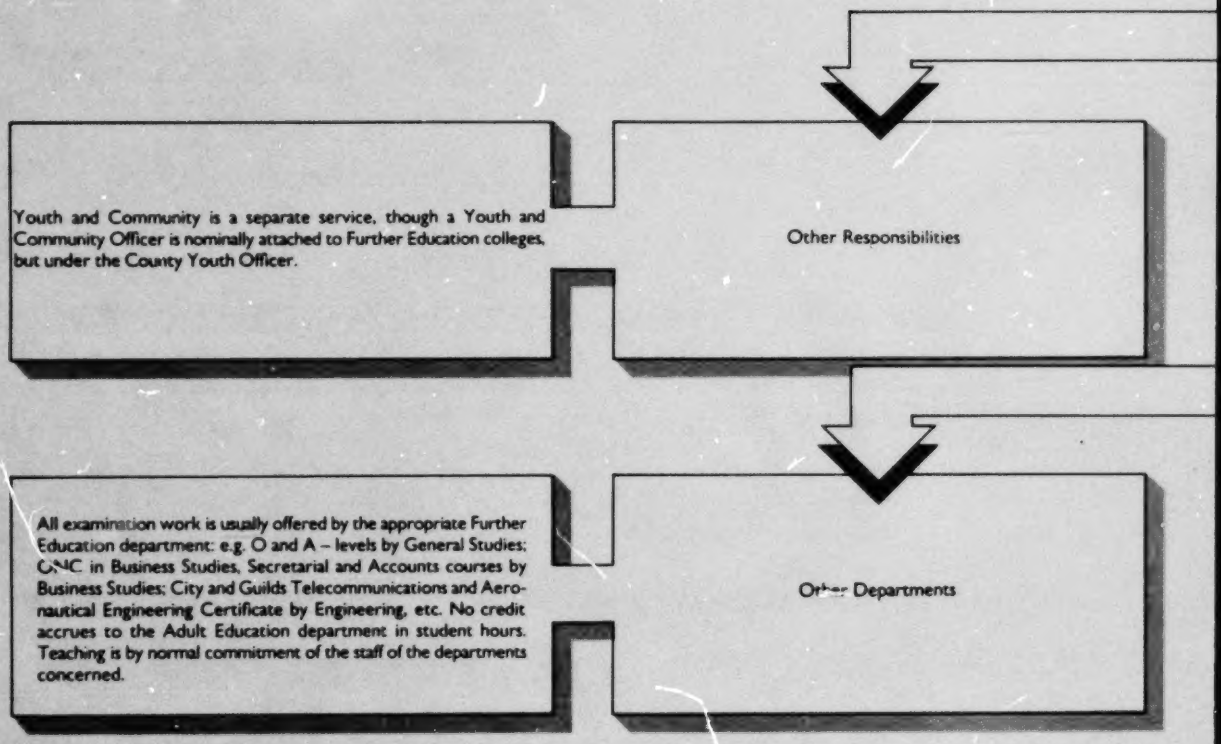
A Senior Community Education Officer divides the money centrally into categoreis (e.g. general provision, literacy, basic education).

Area Community Education Officers: average population 50,000. Controls lettings in schools after 6 pm, at week-ends and in holidays. Heads negotiate to retain premises for evening use – friction possible.
Area advisory committees formed from local interests – church, councillors, teachers, youth organizations, societies, community associations – by invitation of Area Community Education Officer. Main purpose: well-being and development of the community, concerned with renewal programmes, roads, etc. Adult Education a small consideration.

Area Community Education Officers may apply influence at this stage, variations in provision between areas exemplifying the exercise of discretionary powers at this level.

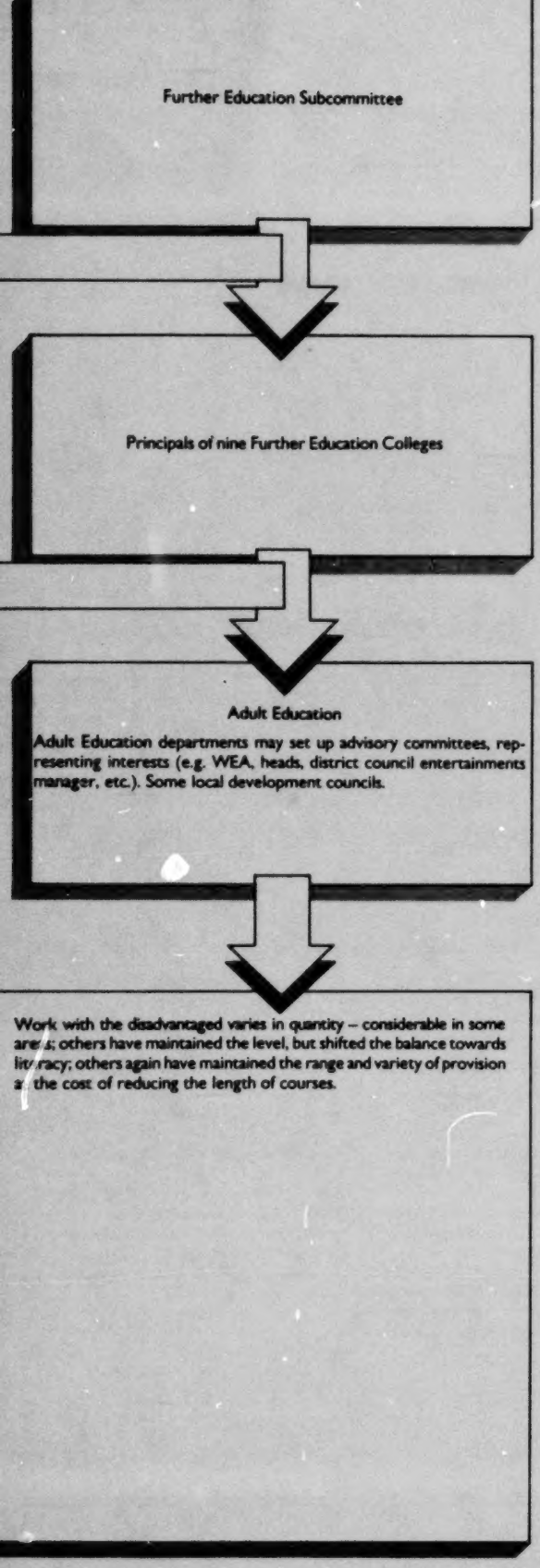
A few specialist workers (e.g. in multi-racial education), teachers and part-time literacy organizers operate at area level – no full-time staff below, within individual institutions.
Full-time Head of Centre (Adult) may act as a part-time Head of Centre where enrolments are insufficient for a part-time appointment (e.g. a few classes scattered over a number of centres). Part-time heads may control programmes, but frequently it is the full-time head who confirms or amends provision. The Area Community Education Officer has the ultimate responsibility for programmes.

STAFFING Soulbury scales for officers, related to three head-teacher ranges. Full-time Heads of Centre on Burnham Further Education Lecturer II (grades are not related to enrolments because heads are not in charge of an Adult Education unit – that is delegated to part-time Heads of Centre. Adult Education staff on National Joint Council terms (i.e. local government employees). At arbitration, full-time teachers have been awarded Further Education conditions.
Eighteen full-time staff; twelve staff funded by the MSC for literacy work (through Special Temporary Employment Programme); four Urban Aid (Home Office) staff on a second language project; one member of staff funded by Adult Literacy Unit on experimental project.


Youth and Community is a separate service, though a Youth and Community Officer is nominally attached to Further Education colleges, but under the County Youth Officer.
Other Responsibilities
All examination work is usually offered by the appropriate Further Education department: e.g. O and A – levels by General Studies; CNC in Business Studies, Secretarial and Accounts courses by Business Studies; City and Guilds Telecommunications and Aeronautical Engineering Certificate by Engineering, etc. No credit accrues to the Adult Education department in student hours. Teaching is by normal commitment of the staff of the departments concerned.
Other Departments

A Department, of Adult Education singly, or jointly with another department (e.g. home economics) doing full-time courses, with nursery nursing. Adult Education is mainly physical activities, art and craft, drama.
Adult Education department staff teach a mixed time-table mainly 16–19 year olds, with 1/5 to 1/4 adult work.
Adult Education department controls provision in its area, with full-time tutor–organizers responsible for types of work (e.g. physical education, disadvantaged). No part-time heads of centre. The number of tutor-organizers varies from one in a General Education department in one area, to eight in a department with up to twenty full-time staff.
Divisional Education Office controls school bookings, priority for Adult Education after school hours, heads negotiate for school evening use. Little week-end or holiday work.
Programme of classes with varied interpretation of county regulations on societies affiliating. For example, 'block fee' for youth classes taken by some as applying separately to 'community', therefore registering orchestras, playgroups, etc., as groups counting student hours, so helping to expand. On the whole, limited informal activity, 50–60 workshop groups at any Further Education college, clubs developed from classes (to make way for new recruits).
Occasional overlap with district council leisure departments: (e.g. offering coaching courses superior to Adult Education provision with lower student fees and higher fees for teachers than the LEA).
Number of enrolments in Adult Education department controlled classes varied from under 3,000 to over 11,000.

Figure 3 Provision for Adult Education: a further education college structure. The LEA on which this is based is a nonmetropolitan county.


Further Education Subcommittee
Principals of nine Further Education Colleges
Adult Education
Adult Education departments may set up advisory committees, representing interests (e.g. WEA, heads, district council entertainments manager, etc.). Some local development councils.
Work with the disadvantaged varies in quantity – considerable in some areas; others have maintained the level, but shifted the balance towards literacy; others again have maintained the range and variety of provision at the cost of reducing the length of courses.

Heads of Adult Education departments form the Adult Education Panel, set up by the LEA to advise it. Acts as a pressure group. Meets about five times a year.

Submits papers to Further Education Officer; may go on to Further Education Subcommittee. Has a training subcommittee, mainly for work with part-time tutors.

Despite structural variations, the county panel has led to a common ethos emerging, with most (not all) principals sympathetic to adult education.

FEES set by Further Education Subcommittee. Budget within each Further Education college. Allocations decided through heads of department's committee or academic board. Class size of a minimum of fifteen; no averaging. The Further Education Officer, three principals and two officers monitor requests for below-number classes (remedial, etc.). Classes are generally approved, but limited resources meant relatively few requests from Adult Education in the late 1970s. Income from fees to LEA, outgoings from Further Education college budget: no means of associating income with expenditure. Economies achieved by reducing part-time staff by the same percentage across all departments. Adult Education hit disproportionately as it relies much more heavily on part-timers.

Adult Literacy Resource Agency (ALRA) encouraged the appointment of a county coordinator with funds for training and equipment, with each Further Education college mounting and running its own scheme. Literacy funds and money from the Training Services Division of the MSC was paid into a central pool, was not earmarked in budgets, so no specific allocation for work with the disadvantaged. One member of staff in each Further Education college with a literacy responsibility.

LEA has decided to fund disadvantaged work separately, without levying fees and with no notion of the ramifications on existing programmes. In 1978, approximately 20% of Adult Education budget spent on disadvantaged groups, working with Social Services, hospitals, etc.

Further Education colleges run courses for MSC departmentally. Adult Education department does TSD Preparatory courses, with fees paid directly to LEA; full staffing costs not returned to the college. Similarly, Urban Aid Programme monies are claimed by the LEA on the basis of returns of qualifying courses made by each college.

STAFFING About fifty full-time staff spending varied proportions of time teaching adults on nonvocational part-time courses. Burnham Further Education scales, related broadly to enrolment figures; some discretion to the principal to appoint senior lecturers. Lecturers I and II generated by student hours.

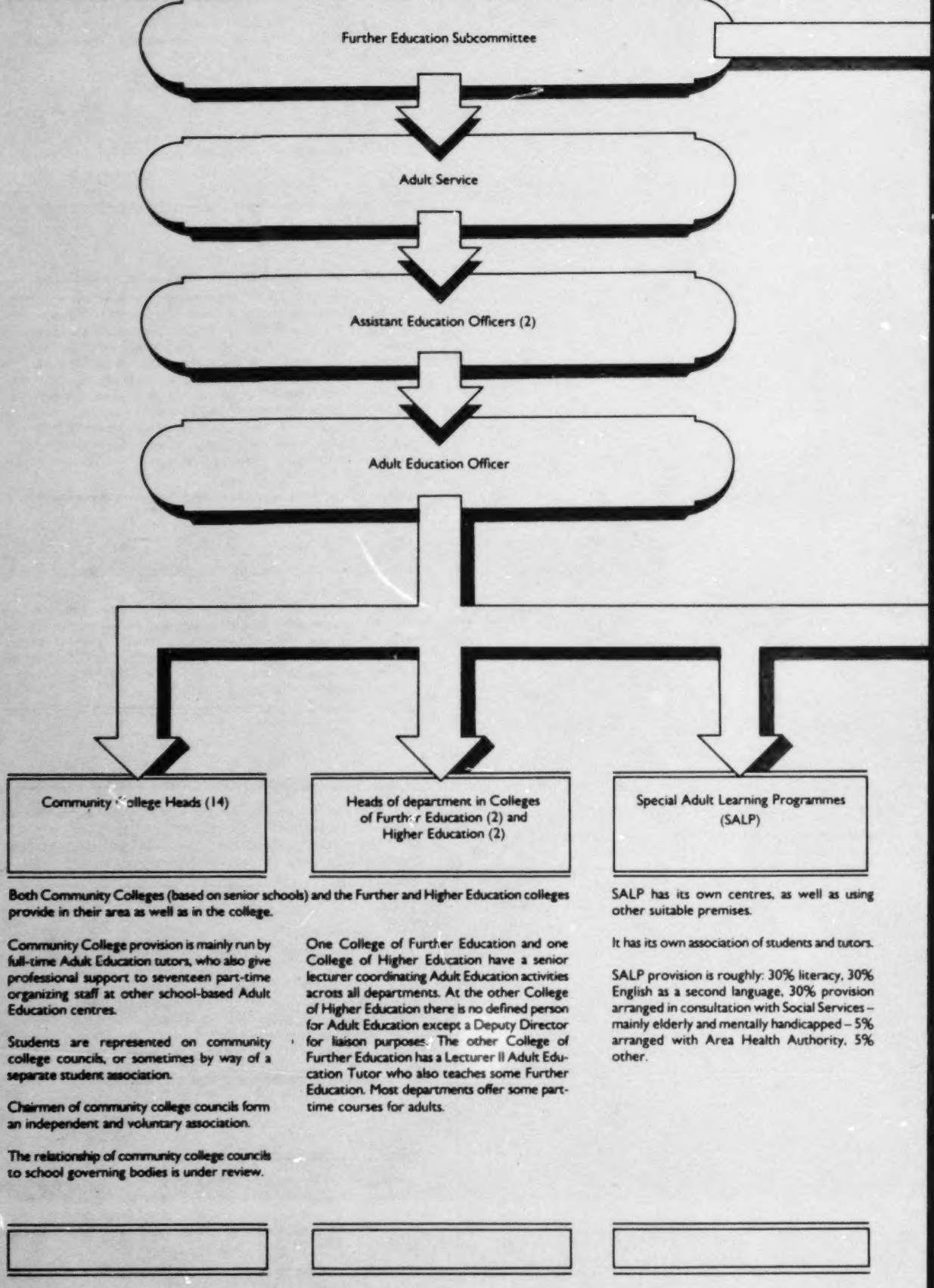

Further Education Subcommittee
Adult Service
Assistant Education Officers (2)
Adult Education Officer
Community College Heads (14)
Heads of department in Colleges of Further Education (2) and Higher Education (2)
Special Adult Learning Programmes (SALP)
Both Community Colleges (based on senior schools) and the Further and Higher Education colleges provide in their area as well as in the college.
Community College provision is mainly run by full-time Adult Education tutors, who also give professional support to seventeen part-time organizing staff at other school-based Adult Education centres.
Students are represented on community college councils, or sometimes by way of a separate student association.
Chairmen of community college councils form an independent and voluntary association.
The relationship of community college councils to school governing bodies is under review.
One College of Further Education and one College of Higher Education have a senior lecturer coordinating Adult Education activities across all departments. At the other College of Higher Education there is no defined person for Adult Education except a Deputy Director for liaison purposes. The other College of Further Education has a Lecturer II Adult Education Tutor who also teaches some Further Education. Most departments offer some part-time courses for adults.
SALP has its own centres, as well as using other suitable premises.
It has its own association of students and tutors.
SALP provision is roughly: 30% literacy, 30% English as a second language, 30% provision arranged in consultation with Social Services – mainly elderly and mentally handicapped – 5% arranged with Area Health Authority, 5% other.

Figure 4 Provision for Adult Education: a mixed structure. Based on a nonmetropolitan county.

Other Responsibilities

Other centres (HM Prison, Craft Centre, short- term residential college)

FEES are set by the education committee in the light of the previous year's level, the level in neighbouring LEAs and on the basis of a national net return. Colleges of Further and Higher Education follow the fee level, with budgets decided by the college within its total allocation. College estimates include MSC finance, even though it is for Preparatory Training Services courses (these courses may be deemed Special Adult Learning Programmes). Community colleges may finance through membership subscriptions, profits from social functions, etc., classes additional to the normal programme. Some jointly provided, mainly sports, facilities are often linked to Community Colleges. These are regulated by Joint Management Committees. District council finance is usually applicable to evening, week-end and holiday usage according to local agreements.

STAFFING There are about twenty-one full-time staff, mostly paid on Burnham Further Education Lecturer II. (Adult Tutors thirteen; SALP staff tutors three; HM Prison two; Craft Centre one; short-term residential college two; and two full-time equivalents in colleges of Further and Higher Education.) Community College heads normally receive a token allowance in addition to their Burnham Head group scale.

Continuing Education (AACE) was formed by the merging of the Association for Adult Education, the National Federation of Continuative Teachers' Associations and the Association of Principals in Short-term Residential Colleges. This has a joint membership and partnership scheme with the National Association of Teachers in Further and Higher Education (NATFHE). AACE is for full-time and part-time LEA staff in adult and community work. The Association of Tutors in Adult Education (ATAE) is a national society of full-time and part-time tutors in adult education of over sixty-years' standing. It is now a section of the Association of Scientists, Technical and Managerial Staffs (ASTMS). Other associations continue to exist.

2.25 Let us take a brief look at the advantages and disadvantages of an area structure, using Figure 2. The adult service is autonomous at the area level, not part of a dual or multi-purpose organization with a multiplicity of objectives. Within the normal constraints of staffing, accommodation, equipment and financial resources, the service is free to decide its own purposes and objectives. School premises are borrowed in the evening, but, with the area community education officer controlling lettings after 6 pm, the adult service is in an apparently strong position to obtain priority use. Note that, despite the title of the service, adult and youth provision appears to be run separately. The organizational separation of adult provision, not only from youth work, but also from other sectors of education, may offer independence and status, yet may also result in isolation and limit cooperation with other parts of the educational service. The advantage of involvement with other sectors of education (generally of a full-time sort) is often thought to be the opportunity to attract students from those sectors into the part-time adult provision, offering a variety of educational provision, and so a mixture, by age and status, of students, on one set of premises.

Activity 2 Adult educational provision is of a varied and discretionary nature, and its aims are diffuse. From your reading of the units so far and your study of Figures 2, 3 and 4, what would you say are some of the advantages and disadvantages of provision through:
(a) a further education college structure;
(b) a community college structure?

Compare your answers with the author's comments in Appendix 1.

You should spend about twenty minutes on this activity.

2.26 The varied provision for adult education is illustrated by the varied response to the initiative taken in the mid-1970s on adult literacy, an episode which illuminates how educational policy at the centre can influence educational policy at the local level. The adult literacy initiative also had an impact on attitudes and morale within the adult education service, and gave a new or expanded dimension to the work of many people. Work with the disadvantaged seemed to assume greater prominence and was attractive to adult educators who:

> . . . have too readily accepted the absurd assumption that adult education, with its miniscule staff and resources, can be expected to make good all the failures of initial schooling. And they have been too prone to minimise, indeed to disregard, their own not inconsiderable achievements in this respect – for even as long ago as 1969 and without any special provision or

funding 42 per cent of students in Local Education Authority classes had a terminal age of education of fifteen or less (NIAE, *Adequacy of Provision*, 1970). This is no justification for complacency, but it is also no justification for the disabling feelings of failure and guilt from which too many adult educators seem to suffer.

In such a situation it is not surprising that so many adult educators should speak of their work with the disadvantaged as a 'lifeline'. It satisfies both their humanitarian impulses and their need for the public approval and support which they feel is denied to their normal work. In these circumstances adult educators need the disadvantaged as much as the disadvantaged need adult educators.

(Mee and Wiltshire)[17]

ADULT LITERACY – A CENTRAL GOVERNMENT INITIATIVE

2.27 Workers in many parts of the disparate world of adult education have offered compensatory or remedial education to adults. Peter Clyne, following a period as research assistant to the Russell committee, produced a book on *The Disadvantaged Adult: Educational and Social needs of Minority Groups*.[18] Clyne defined the disadvantaged as 'any group of people unable to participate in the normally produced programme of courses and activities. . . . Their inability to participate may be due to social, physical, mental, or cultural handicaps or differences'.[19] The Russell report gave strong emphasis to the development of work with the disadvantaged. It placed responsibility on adult education to seek out needs much more positively than had occurred hitherto in many areas, especially where the service responded only to expressed demands, accepted that it was bound to particular buildings and made few efforts to provide adult education in new ways or in new places to different groups:

> When we speak of a comprehensive service . . . we mean one that caters for all the people, including those hitherto untouched by adult education. Many of them are handicapped or disadvantaged in various ways, discouraged from participating in existing provision by their own limitations and circumstances, by unsuitable premises, by a sense of their own inadequacy, by the fear of an unwelcoming bureaucracy in the administrative arrangements, or simply by the language we commonly use in describing the service. They merit special consideration. They are all members of the adult community, entitled to benefit from adult education according to their need, not simply according to their capacity to join in whatever activities are provided for the public at large.
>
> (The Russell Report)[20]

Meantime, a well-orchestrated campaign was conducted by the British Association of Settlements (BAS) whose pamphlet, *A Right to Read*, claimed that two million adults in Britain were functionally illiterate, a figure picked up and publicized elsewhere.[21] This number was taken from Clyne, who stated 'whatever yard-sticks are used, one comes to the conclusion that more than two million adults in England and Wales are deficient in their basic education'.[22] The BAS initiative coincided with interest in promoting literacy programmes in the BBC.

ADULT LITERACY RESOURCE AGENCY

2.28 The Adult Literacy Resource Agency (ALRA) was set up by the DES, which made £1 million available for each year of a three-year scheme, to run from

April 1975 to March 1978. It was established under the aegis of the National Institute of Adult Education to help LEAs and voluntary organizations tackle the problem of adult illiteracy. From April 1976, a Scottish Adult Literacy Agency (ScALA) was established as an agency of the Scottish Institute of Adult Education, with £200,000 for two years made available through the Scottish Education Department. Most of the grant was used to pay full-time and part-time staff assigned by ALRA (or ScALA) to education authorities.

Total outlay has been assessed as follows:

> The total cost over the three years cannot be accurately stated, since many LEAs do not budget separately for their literacy and a full costing would also have to include a proportion of the time devoted to this aspect by administrators, advisers, area principals and the like. It would not be unreasonable to assume however that the total LEA funds absorbed by the literacy scheme were at least equal to those supplied by ALRA. Then the cost of resources, tuition and organising would amount to £2 millions per year, or £6 millions for the three years; the BBC allocation of £800,000 plus the BBC local radio and the ITV and ILR output must come to a further £1 million; and the Ford and other charitable funds add approximately £200,000. In other words, the total effort over the three years of the campaign adds up to at least £7¼ millions. And the unpaid time of thousands of volunteers is also part of the true cost.
>
> The students' financial contribution is not wholly negligible. In 1976/77, 63 authorities made no charge for tuition and in the remainder fees could often be waived for those in need. But 40 authorities charged fees within the following range, (calculated as for a full session of 30 two-hour meetings, where an hourly rate is charged):
>
> Under £1 ..... 2 authorities
> Between £1 and £3 ..... 10 authorities
> Between £3 and £7.50 ..... 12 authorities
> Over £7.50 ..... 12 authorities
>
> The highest seemed to be £13.50, and the lowest 20 pence, for the year. Four authorities claimed to charge 'according to the student's circumstances' but did not indicate at what rates. There are so many variations in local authority and voluntary organisations' financial procedures that it is not possible to state, however, what the total income from students' fees would be.
>
> (Jones and Charnley)[23]

2.29 The setting up of the Adult Literacy Resource Agency by the DES showed that a lead from the department, backed by slender resources for a national campaign, and student demand, mobilized through broadcasting, can have a strong effect on LEA provision. In 1970, Clyne found that about half the LEAs in England and Wales made some literacy provision, while other research indicated that the number of people actually being taught in 1972 was just over 5,000 – in hospitals, prisons and the armed forces, as well as through LEAs.[24] All LEAs were involved in literacy work by the mid-1970s. The creation of a special agency demonstrated that central government cannot require LEAs to make provision for adult education at a realistic level. This was indicated also by the inclusion of £1,300,000 in the 1978–9 rate support grant for basic education, in the hope that each authority would pass an appropriate sum to its education committee, which would in turn allocate it to continuing literacy and related work after the ending of the ALRA scheme: it is not possible to earmark funds for special use by the normal funding process. ALRA could not fund LEA staff directly, so that, from its second year, arrangements were devised by which LEAs acted as paying agents to ALRA staff assigned to them.

TABLE 1 Adult literacy: some statistics (England and Wales)

No. of adults who had undergone literacy tuition to February 1978	125,000
No. of volunteer tutors to February 1978	80,000
Full-time staff assigned by ALRA to LEAs 1977–8	60
Full-time staff engaged directly by LEAs 1977–8	74
Part-time, and those full-time employees working part of their time in adult literacy, in LEAs, 1977–8	4,388
Funded by Training Services Division of the MSC for preparatory courses, 1977–8, in LEAs	
full-time	19
part-time (including full-timers working part of their time in literacy)	409
Funded by the Job Creation Programme 1977–8, working in LEAs	
full-time	101
part-time (including full-timers working part of their time in literacy)	47

In 1977–8, 56 voluntary organizations received a total of £147,916 for literacy work.
By 1978, provision existed for 70,000 literacy students.
An Adult Literacy Unit (ALU) was set for the period April 1978 to March 1980, with a DES grant of £300,000 a year to offer an advisory service to LEAs and others; to prepare and publish teaching material; to coordinate and direct training provision; and to fund some collaborative projects by LEAs and voluntary organizations.

2.30 ALRA created a network by asking each LEA to nominate a senior officer responsible for adult literacy with whom the agency could communicate directly and through whom it also made contact with the region, since inter-authority planning and training programmes frequently involved the ten Regional Advisory Councils for Further and Higher Education. Responses by LEAs to the scheme were mixed:

> The difference between one Authority and another in the provision for adult literacy is still very great, even between authorities of like size in area, population and rateable resources. It is difficult to find a reasonable explanation, without a detailed survey, of the allocation for adult literacy by some counties of £70,000 or more, and as little as £5,000 in others; and £80,000 in one metropolitan district and £3,000 in another.
>
> . . . the disparity between authorities on the extent to which all available resources are brought to bear or exploited is quite remarkable. At least one Authority has involved neither the adult education centres nor the college of further education in the day to day provision for adult literacy. As we have already indicated, in a number of authorities colleges are not involved and in some authorities the obvious resources of the library service have not been used. Whilst like any other service, the extent and quality of adult literacy tuition must depend on specific financial provision made for it, there are nevertheless, in some authorities, existing resources which could be drawn upon without additional cost.
>
> (Department of Education and Science)[25]

ALRA involvement with LEAs highlighted points reflecting on adult education in general. The locus of policy decision and implementation in adult education is not always clear:

> Few elected members of local education authorities individually or in committee would deny the need to provide for those adults who are unable

to read or write adequately (though many would temper their concern for such adults with an equal concern for other socially or educationally disadvantaged groups). It is therefore surprising to note the limited extent to which the current provision for adult literacy is the direct result of a policy decision with a specific allocation of money in the appropriate vote. It is even more surprising to note the absence in many authorities of machinery to ensure that a policy decision is implemented.

(Department of Education and Science)[26]

This, in part, accounts for differences in level of provision:

One is entitled to assume that such disparities are the result of deliberate policy decisions. The evidence, however, suggests that, although the larger allocations certainly have been the subjects of a policy decision by the appropriate committee, this is not always so in authorities where the allocation is small. There is some reason to believe that it results from internal juggling with the further education estimates by hard-pressed officers rather than as a result of a considered statement of need in a report to committee.

(Department of Education and Science)[27]

The ending of ALRA funding in March 1978 did, however, force a policy decision on to every LEA as to whether, and how, to continue literacy work. Modes of provision varied from LEA to LEA:

. . . the majority of authorities include provision for adult literacy as part of an adult or further education budget, and a few require a proportion of teacher hours in adult education establishments to be allocated for adult literacy. The rest expect principals and organisers either to give priority to adult literacy or to make such provision as they consider appropriate within the often severely restricted budget of an individual establishment.

(Department of Education and Science)[28]

Organization and communication within an authority could affect provision detrimentally, in ALRA's view:

Although clearly the extent and quality of a LEA's provision reflect the financial allocation, the disparities are not wholly due to this. Rigidity of organisation at the centre, or in the establishment itself, which does not readily allow the special needs of adult literacy to be met by a centre or college accounts for a good deal of the disparity. A variant of this is the unwillingness of a principal or head of centre to allocate part of his budget for adult literacy work.

The absence of a member of staff at the centre to organise provision and keep in touch with field staff and react to their expressed needs is perhaps the greatest single cause of limited provision. In some authorities, the special appointment of such an officer has been virtually negated by lack of support from the rest of the service or, even more frustrating, by the absence of clear channels of communication to the Chief Education Officer or the appropriate committee.

(Department of Education and Science)[29]

Despite the DES initiative and special funding, ALRA concluded:

In far too many authorities, whether adequate provision for adult literacy is made or not depends on the personal commitment of a particular senior officer in the Authority. Clearly, the enthusiasm and strong support of a senior officer will give additional impetus to any service, but the provision of an adequate essential service should not be wholly dependent on it.

(Department of Education and Science)[30]

The agency asserted:

> The strength of a locally administered service such as the education service is in its ability to provide for local needs and the authority it has to do so. But it is an autonomy to provide, rather than to deny, an effective basic service for adults with literacy and other difficulties. The fact that it required a comparatively small injection of central Government money to encourage the beginning of such a basic service is itself a comment on the operation of this auto- -my. That the grant was specific and available only for the provision of adult literacy was also significant.
>
> (Department of Education and Science)[31]

This view, that the service is essential and offers immense possibilities, but is commonly disregarded, is typical of much writing on adult education, where relatively small amounts of money can achieve a great deal.

2.31 Nevertheless, the ALRA project had a marked effect on provision and stimulated developments in numeracy work and in the general area of basic education. Its use of volunteer tutors by local authorities raised questions on their future use in other parts of the educational service. The development of basic educational provision by the LEAs affected voluntary organizations which had made provision using ALRA resources – resources which LEAs were unlikely to continue to provide. Money was available from the Adult Literacy Unit only for collaborative work with LEAs and for innovatory and experimental projects. Most importantly, basic educational provision by LEAs had a marked effect on LEA adult education work. At a time of limited resources, basic education had been met by making inroads into existing adult education allocations in many areas. Consequently, in existing provision:

> . . . a new principle, that adult education should be a self-supporting leisure activity for those who can afford it, is replacing the old principle that adult education should be part of the publicly funded educational service. This is a shift in policy in some authorities which has encountered little organised criticism or opposition and may therefore prove to be irreversible.
>
> (Mee and Wiltshire)[32]

The result was fewer students and, ironically, few and expensive opportunities for those successfully completing basic education courses:

> Cuts and economies which are much more stringent than those imposed upon any other sort of educational service have necessitated steep fee increases, and these have already resulted in the loss of large numbers of potential students. It is, as always, the poor and the less well educated who tend to be excluded. There is a real danger that adult education may split into two segments: a heavily subsidised compensatory service for the conspicuously disadvantaged and an unsubsidised, and therefore highly priced, leisure service for the well off.
>
> (Mee and Wiltshire)[33]

THE GROWTH OF REPRESENTATIVE BODIES WITHIN ADULT EDUCATION

2.32 The reduction in finance has been a constraint on adult education imposed from without. Within the sphere of adult education, there have been significant developments on matters of contact and consultation, both arising from the Russell report. Adult education is a disparate service, the full-time practitioners in a single LEA being few, coming together rarely, often

operating in an isolated situation. There has thus been no national representative voice or body. National campaigns concerned with aspects of adult education, usually with the WEA prominent, have been *ad hoc* affairs (though not necessarily less powerful for that, once launched. For example, campaigners claim to have forced the resignation of the Minister of Education in 1954). The National Institute of Adult Education (NIAE)* is financed by an annual grant-in-aid from the DES, annual contributions from LEAs, from the membership and from sales of its publications. Its function is to service adult education by providing information and advice, and to act as a means of consultation and cooperation within adult education. It is thus an influential body. The Russell report sought to expand the areas of contact within and outside education by recommending:

> . . . the establishment in every local education authority area of a "Local Development Council for Adult Education". We have in mind an ad hoc council widely representative of those who have an interest in adult education as providers or users and students. Representatives might be drawn from the major providing bodies, the educational and quasi-educational institutions, associations of tutors and teachers, industry, voluntary, social and community organisations, associations for the disadvantaged, local radio, local societies, students' councils of adult education institutions and similar bodies. The major functions would be: to facilitate discussion and consultation between all those interested in adult education so as to review and influence the planning of adult education in the area; to ensure that needs are met and that full advantage is taken of the cultural and educational resources of the area; to indicate directions in which provision is inadequate and to sponsor or suggest experiments. The council would have no financial or other powers, but as well as being fully consulted during the drawing up of local proposals for development and their subsequent extensions or revisons, it should be given as much information as possible about the finances involved, both short-term and long-term. The council should be serviced by the local education authority to whom, as the body responsible under the Education Act 1944 for securing the provision, the majority of its reports would be directed.
>
> The local development councils might well be large bodies and much of the detailed work might have to be carried on in sub-committee or at officer level. The existence however of a large body of this kind is important in at least two ways: as a means of involving the wide range of contributory interests in the planning of the service, and as a physical manifestation to all concerned of the extent to which the service permeates the whole life of the community. We lay great emphasis on the creation of this widespread awareness of what adult education is and what it can do for the quality of life at all levels of the community.
>
> Within the locality served by an area organisation of adult education, we would expect there to be a close working relationship between the providing bodies. It is at this level that many of the detailed proposals for local development will be put into effect and it is vital that there should be cooperation, goodwill and mutual understanding, not only among the officers of the providing bodies, but between those officers and representatives of organisations with which and through which they work and with students. We do not wish to suggest any particular form of machinery because local conditions vary so much but we would expect that informal consultation among officers would be close and continuous and that they would ensure that their plans for courses, accommodation and

*See *Using the Literature*, 5.14 and 5.17, for further information on the NIAE and the Scottish IAE.

publicity were discussed well in advance of implementation and were agreed not only mutually but with others closely involved either as organisations or students.

(The Russell Report)[34]

2.33 Despite having 'no financial or other powers', these councils could be influential and certainly a great advance on most informal bodies that have existed to date. Some areas went ahead and set up local development councils, others adapted existing arrangements. Response depended upon local interest and initiative. Though there was cooperation among providers, and representation on each other's committees, local development councils were new in that they were encouraged to develop policy for a whole area and have a general oversight of this sector. At the time of writing, however (1979), structures of this type were not common.

2.34 Parallel to local development councils, the Russell report recommended a national development council. In late 1977, an Advisory Council for Adult and Continuing Education (ACACE) was set up, under the chairmanship of Dr Richard Hoggart:

> The Council has been established by the Secretary of State for Education & Science with the following terms of reference:
>
> 'To advise generally* on matters relevant to the provision of education for adults in England and Wales, and in particular
>
> (a) to promote co-operation between the various bodies engaged in adult education and review current practice, organisation and priorities, with a view to the most effective deployment of the available resources; and
>
> (b) to promote the development of future policies and priorities, with full regard to the concept of education as a process continuing throughout life.'
>
> *The Council is required to give priority to requests for advice from the Secretary of State.
>
> In addition to the Chairman, there are 22 members of the Council, appointed *personally* (for 3 years in the first instance) rather than as representatives of particular organisations or areas.
>
> The Council is required to establish and maintain contacts with the major interests, both national and local, concerned with adult education. It proposes to work largely through sub-committees, which will co-opt people from outside the Council's own membership as appropriate, and the Council expects to issue consultative documents and reports from time to time.
>
> (National Institute for Adult Education)[35]

2.35 A small secretariat staff, independent of the DES, is based in the National Institute of Adult Education headquarters offices in Leicester. The council's two-fold remit is broad, as demonstrated by the range of matters which were already under active consideration in its first year of operation. These include: adult tutor training; availability of buildings and other physical resources; student fee levels; information and advisory services; educational broadcasting; education for and in retirement; adult basic education; adult education and ethnic minority groups; the development of science and mathematics provision for adults; proposals for a clearer reference to adult education in any revision of the Education Act; and an investigation of ways to improve national adult education statistics. This list provided some idea of the concerns among adult education workers in 1978–9. The advisory council also had a special committee at work to report on the possible configurations of a continuing education system in the future and the barriers to its development.

2.36 The Russell committee's intention in proposing a national council was to have a positive national voice pressing the Secretary of State 'to exercise the leadership . . . and the control and direction of national policy enjoined by the [1944] Act'.[36] The setting up of the ACACE gave a permanent national voice in adult education matters which had hitherto existed only among voluntary providers like the WEA. However, its role as an *advisory* council rather than the Russell recommendation of a *development* council, emphasizing innovation and initiative, was regarded as a dilution of Russell by the adult education sector and was less than what had been hoped for.

THE RESPONSIBLE BODIES

2.37 These have been referred to already in the discussion of the DES, from which they receive a direct grant under the regulations quoted in paragraph 2.9 (Appendix 2 provides further information). Grants are provided for 'liberal adult education', a term which is not defined, nor set against any courses which may be described as 'illiberal'. Grants cover 75 per cent of salaries and expenses of full-time tutors, and *up to* 75 per cent of part-time costs. The teaching costs qualifying for a grant are salaries, fees and expenses; teaching materials of any kind (including chalk) do not qualify. Joint committees exist at local level in many (not all) areas for WEA districts and extra-mural departments of universities to arrange their work as 'responsible bodies'. Historically, the WEA recruited the students, using the joint committee as a means of engaging internal members of university staffs as tutors. With the establishment of university extra-mural departments in the 1920s, universities engaged in more activities on their own account. In 1946, 90 per cent of extra-mural courses were provided jointly with the WEA; by 1956, 40 per cent; in 1969, 18 per cent. Consequently, the provision made by the WEA and extra-mural departments falls into four categories:

(a) jointly provided by the WEA and extra-mural departments qualifying for a DES grant;

(b) jointly provided by the WEA and extra-mural departments and not qualifying for a grant;

(c) provided separately by the WEA and extra-mural departments, qualifying for grant;

(d) provided separately by the WEA and extra-mural departments and not qualifying for a grant.

2.38 The Russell report recommended that the term 'responsible body' be discarded, but at the time of writing (early 1979) this had not been acted upon. What the Russell committee sought was greater flexibility in the use of direct grants:

> Any one of these grants, viewed on its own, is liable to appear marginal and, to a tidy administrative mind, anomalous; but to the recipient the subvention is usually of critical importance for his survival. Even in the limited field of adult education this fact is abundantly clear. . . . The great virtue of this [direct grant] principle is that a relatively modest grant can release the whole resources of the organisation involved. For example, a total annual grant of little more than £1 million makes potentially available the varied teaching resources of the universities of England and Wales, which in sum represent an investment of many millions annually. Again, a total grant of little more than £¼ million ensures the mobilisation of some thousands of voluntary workers in branches and districts of the WEA whose services, if paid for, would be a heavy additional expense. Although other methods of financing these bodies can be mooted none seems to us guaranteed to produce so impressive a result so cheaply and so simply.
>
> (The Russell Report)[37]

2.39 This quotation illustrates clearly not only the functioning of the direct grant principle, but also the fact that adult education depends mainly on the exploitation of existing resources – without the network of other educational provision, it would have no group from which to recruit its part-time tutors. This point is also true of your own adult education provider, the Open University.

UNIVERSITIES AND ADULT EDUCATION

2.40 Universities in their capacity as Responsible Bodies are the providers acting through extramural departments or departments of adult education. These may also include work other than grant-aided adult education, such as training. They normally have a more substantial academic and administrative base than is available for LEA work and, in addition, a full-time force of resident and staff tutors. The former, in addition to teaching in their subject, have organising and supervisory responsibilities in a geographical area which often greatly exceeds that of an LEA principal or organiser; the latter add organising and supervisory responsibilities in their subject (often for the whole of the RB's area) to personal teaching. University provision may be made simply as separate classes (whether isolated or happening in a single building), or in an institutional framework which maybe a university adult education institution, one which (however sponsored) incorporates a variety of provision, or under ad-hoc arrangements for a particular type of work organised with a group of partners such as trade unions and employers.

(Elsdon, K. T.)[38]

The universities with 'responsible body' status are generally the older ones, though some more recently founded (such as Kent, Sussex and Surrey) have taken over territory formerly controlled by other universities; others, such as Loughborough and Bath, have nonterritorial departments. With the country divided up territorially among university responsible bodies, every university is in a responsible body area (an adjacent university's, if it is not itself a responsible body), so it is likely that work is undertaken by at least a few staff from every university.

2.41 Financing arrangements give university extra-mural departments a firmer position than either LEA or WEA providers, with less distortion on a year-to-year basis. DES aid is important, though the Russell committee reported that 'a realistic costing of the universities' services in adult education would show that at present the contribution in the form of grant from the Department [of Education and Science] amounts to no more than some 35 per cent of the total cost, with the bulk of the remainder being met from University Grants Committee funds'. This is 35 per cent of a total costing of 'all adult education activities not only those which are grant-aided by the Department and includes allowances for accommodation and clerical staff, heating, lighting, etc.', which do not generally appear in published figures.[39]

2.42 Changes in 1946 in the regulations governing grants for responsible bodies enabled the programme of courses of an extra-mural department, not individual classes, to be used as the basis for calculating a grant and gave universities the opportunity to decide what proportions of various kinds of classes should be provided. However, the diversity of activity in extra-mural departments which has developed since the 1940s was due mainly to funding from the University Grants Committee.

2.43 The structures of two university departments are given in Figures 5 and 6, and you are now asked to spend some minutes studying these, bearing in mind the following points:

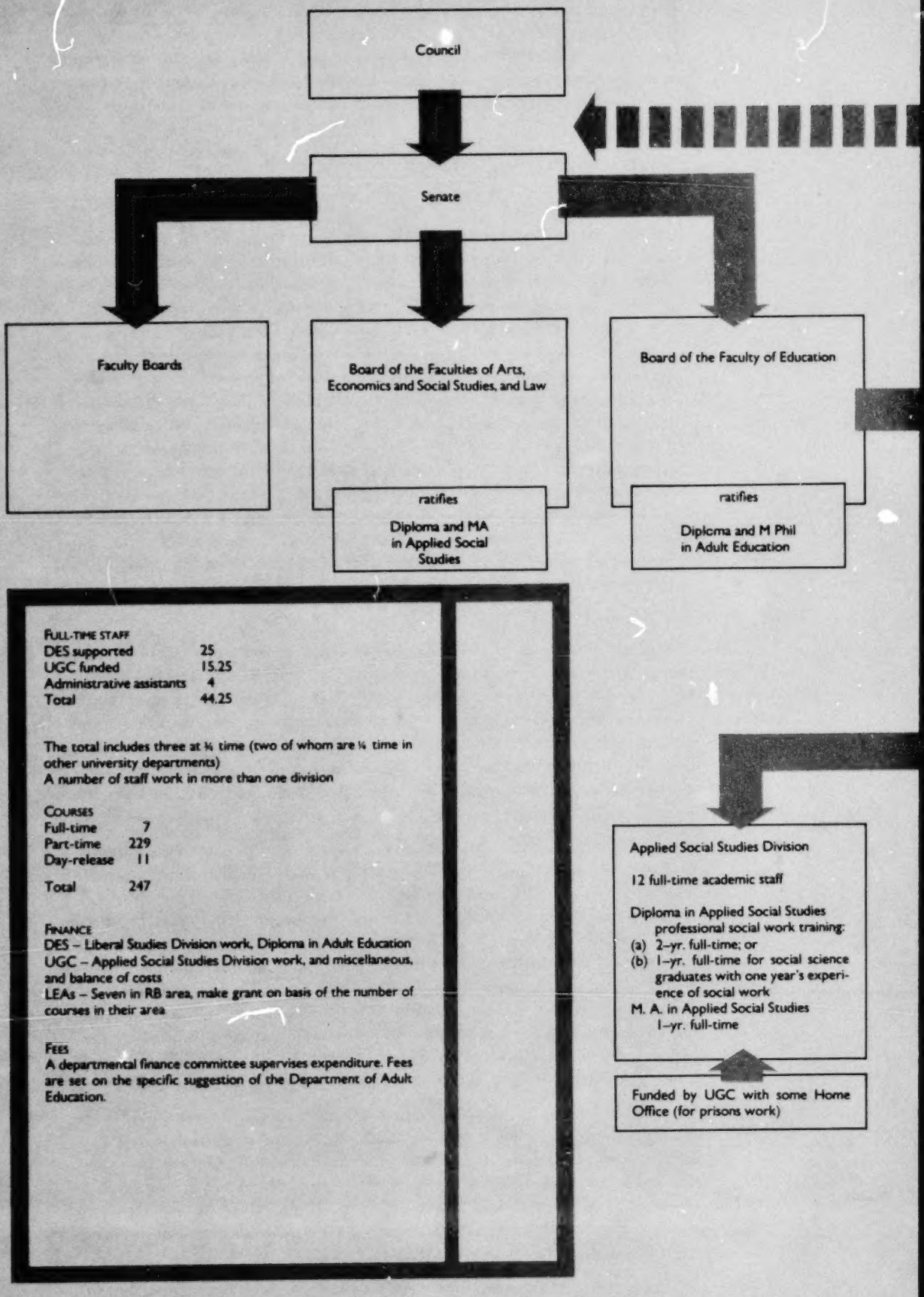
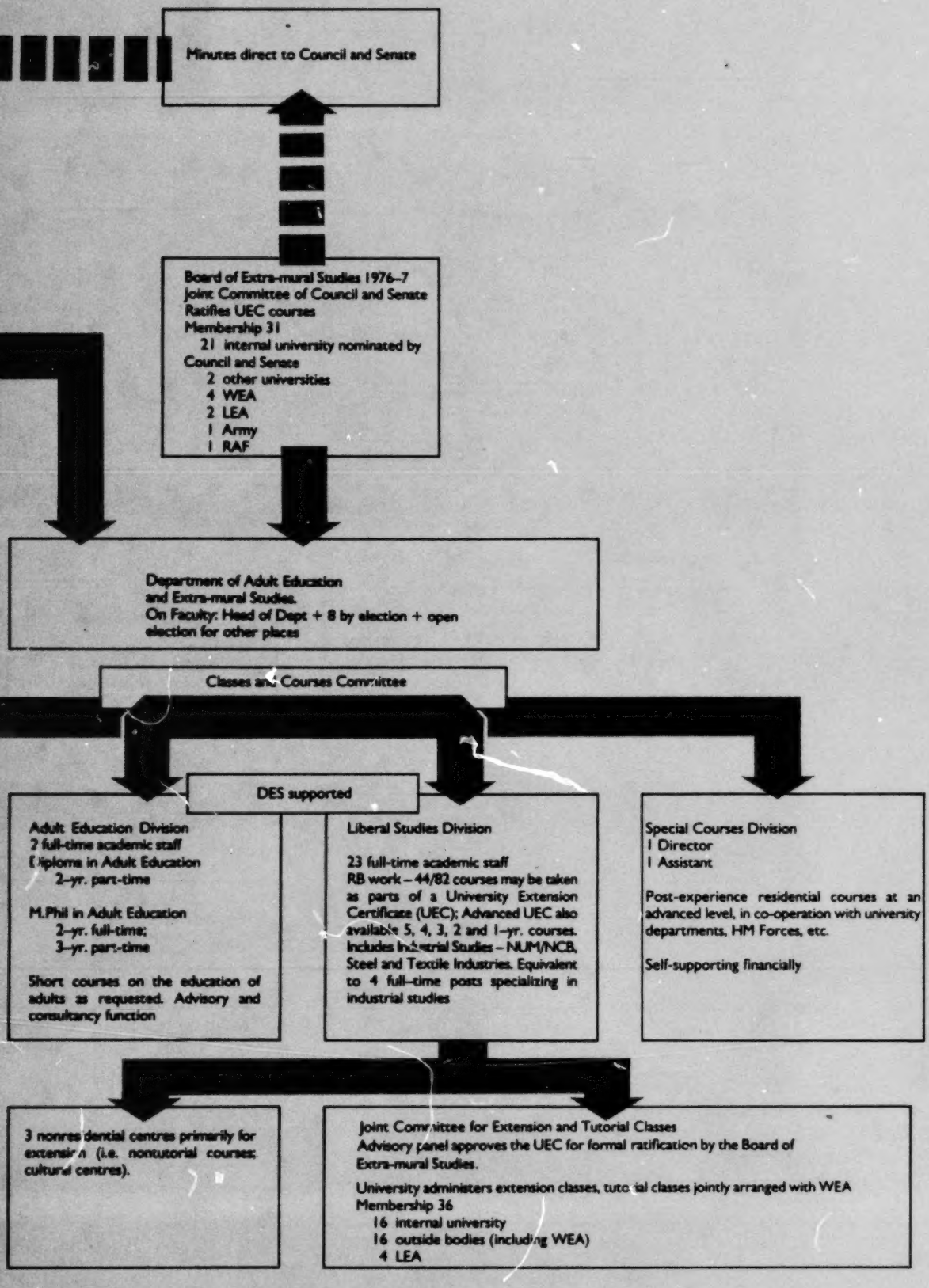

Council
Senate
Faculty Boards
Board of the Faculties of Arts, Economics and Social Studies, and Law
ratifies
Diploma and MA in Applied Social Studies
Board of the Faculty of Education
ratifies
Diploma and M Phil in Adult Education
FULL-TIME STAFF
DES supported 25
UGC funded 15.25
Administrative assistants 4
Total 44.25
The total includes three at ¼ time (two of whom are ¼ time in other university departments)
A number of staff work in more than one division
COURSES
Full-time 7
Part-time 229
Day-release 11
Total 247
FINANCE
DES – Liberal Studies Division work, Diploma in Adult Education
UGC – Applied Social Studies Division work, and miscellaneous, and balance of costs
LEAs – Seven in RB area, make grant on basis of the number of courses in their area
FEES
A departmental finance committee supervises expenditure. Fees are set on the specific suggestion of the Department of Adult Education.
Applied Social Studies Division
12 full-time academic staff
Diploma in Applied Social Studies
professional social work training:
(a) 2–yr. full-time; or
(b) 1–yr. full-time for social science graduates with one year's experience of social work
M. A. in Applied Social Studies
1–yr. full-time
Funded by UGC with some Home Office (for prisons work)

Figure 5 A university Department of Adult Education and Extra-mural Studies.


Minutes direct to Council and Senate
Board of Extra-mural Studies 1976–7
Joint Committee of Council and Senate
Ratifies UEC courses
Membership 31
21 internal university nominated by Council and Senate
2 other universities
4 WEA
2 LEA
1 Army
1 RAF
Department of Adult Education and Extra-mural Studies.
On Faculty: Head of Dept + 8 by election + open election for other places
Classes and Courses Committee
DES supported
Adult Education Division
2 full-time academic staff
Diploma in Adult Education
2–yr. part-time
M.Phil in Adult Education
2–yr. full-time;
3–yr. part-time
Short courses on the education of adults as requested. Advisory and consultancy function
Liberal Studies Division
23 full-time academic staff
RB work – 44/82 courses may be taken as parts of a University Extension Certificate (UEC); Advanced UEC also available 5, 4, 3, 2 and 1–yr. courses. Includes Industrial Studies – NUM/NCB, Steel and Textile Industries. Equivalent to 4 full–time posts specializing in industrial studies
Special Courses Division
1 Director
1 Assistant
Post-experience residential courses at an advanced level, in co-operation with university departments, HM Forces, etc.
Self-supporting financially
3 nonresidential centres primarily for extension (i.e. nontutorial courses; cultural centres).
Joint Committee for Extension and Tutorial Classes
Advisory panel approves the UEC for formal ratification by the Board of Extra-mural Studies.
University administers extension classes, tutorial classes jointly arranged with WEA
Membership 36
16 internal university
16 outside bodies (including WEA)
4 LEA

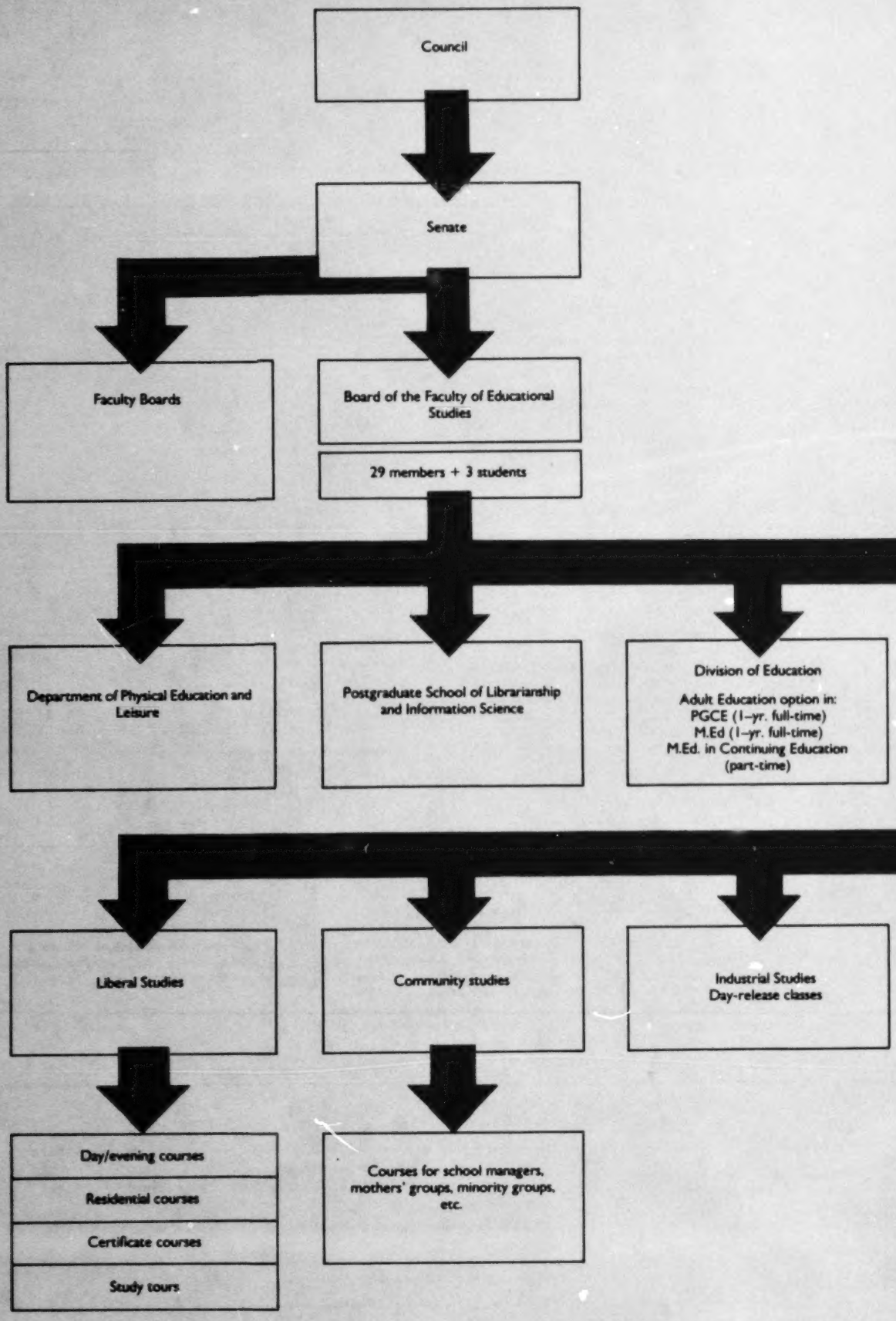
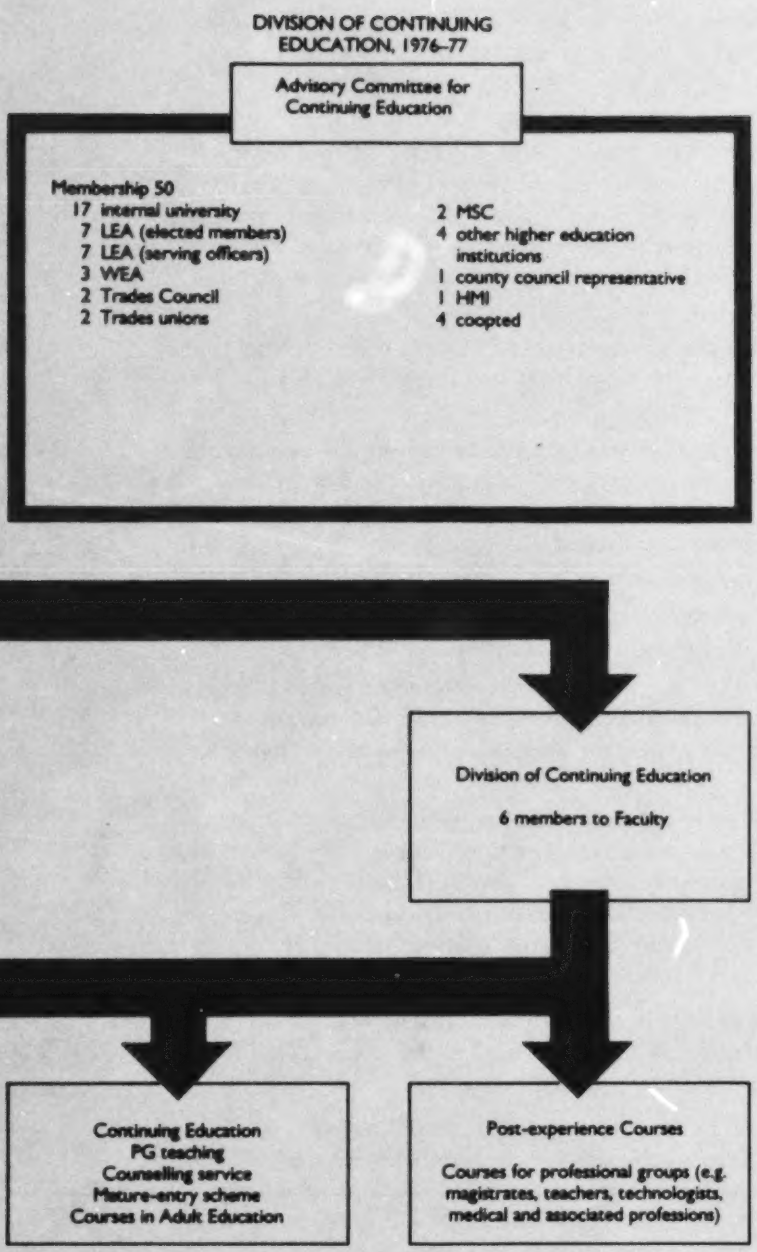


Figure 6 A university Division of Continuing Education.



FULL-TIME STAFF

DES supported	14
UGC funded	5
Administrative assistants	2
Total	21

COURSES

Full-time	2
Part-time	164
Day-release	37
Total	203

FINANCE

DES – Work within regulations – extension studies, industrial studies, some continuing education

UGC – balance of teaching costs, plant equipment, library costs, administrative, secretarial and library staff

LEAs – Seven in RB area, contributed variously nil to 19% of teaching costs of courses in their area

LEA adult provision, so there is no such thing as a 'typical' structure.

(b) Figure 5 is a large formal department, split into divisions for different kinds of work. Figure 6 is a small department with divisions reflecting staff commitment, not organizational structures. For example, Industrial Studies, a cherished and major aspect of work, is thought of as separate from Liberal Studies, which is where it logically belongs (as shown in Figure 5).

(c) Comparing staff members with course numbers is unproductive. Most of the courses shown in Figure 6 have ten meetings; the majority of courses in Figure 5 meet twenty-four times a year if they are three-year courses, thirty times a year if they are two-year courses. (Why the difference? One can only speculate on the area served, other (possibly competing) provision, the outlook of the department, etc., which have together created a certain kind of expectation.)

(d) The work of most extra-mural departments is totally different from that of colleagues in other departments, although these same colleagues form the main pool of recruitment for part-time staff.

(e) There is, therefore, a lack of understanding of extra-mural work, or of the assumptions lying behind it, and consequently most departments are left to their own devices so long as they do not draw attention to themselves in any way, or make what are construed as excessive demands.

(f) Salary scales and terms of service of staff are the same as for other university staff (a development of the last thirty years or so), many departments, though not all, having a professor as head.

(g) Extension certificates do not generally count for credit towards a degree or other qualification; nor are certificates of one university comparable with those of another. Generally, only some members of a class will be studying for the award of a certificate.

(h) Frequently, a syllabus is to some extent negotiated with the students. This aspect of student influence means examination courses with a centrally controlled curriculum are not easily applied to the 'liberal adult education' work undertaken by the responsible bodies. Freedom and flexibility at the class level have traditionally been preferred. Extension certificates attempt to combine class autonomy with a measure of objective assessment.

(j) Provision is expected to be of a university level (though how this is defined is debatable), to require some written work of the students and to have classes small enough to allow individual tutoring.

(k) The universities encourage open-entry to extra-mural classes, and, as with the LEAs, the major part of their programme is unlikely to alter radically from year to year. Those classes that generally recruit viable numbers are likely to be offered again, along with a sprinkling of new or untried courses which have to take their chance on public response.

(l) A particular development from the 1950s has been 'role' education, with identifiable groups sought out (such as the police, social workers and trade union officials) and appropriate courses run. This work has the advantage from the organizing side of being more predictable since it is the employer or cooperating association which ensures attendance in arranged numbers. The syllabus will also have been worked out in terms of what the collaborating body feels is desirable, with the students themselves possibly being in a position to make amendments.

(m) Courses not defined as 'liberal adult education' must be self-financing or funded from other than the responsible body grant; DES supported staff cannot count their time on such courses as part of their responsible body commitment.

(n) An extra-mural department may match other departments in staff size, but it may be subject to greater constraints, being required to meet grant regulations in the deployment of staff. Heads of department have an entrepreneurial role in setting up courses, whether full-time or part-time, and may be able to respond very quickly to demand. However, the growth and development of extension work depends on the position of the department within its university, the influence it exercises and the good will it enjoys to obtain funds allocated to the university by the UGC in competition with other departments. Because of very limited growth in DES grant from 1975, these other elements have assumed even greater significance than previously.

THE WORKERS' EDUCATIONAL ASSOCIATION

2.44 The WEA claims an interest in the whole field of education (children, adolescents and adults), but it is active mainly among adults. Each of the seventeen WEA districts in England and Wales is a 'responsible body' and so able to receive direct grant. As a responsible body:

> The pattern of provision made by the WEA resembles that of the Universities closely and is often a joint offering. *Structurally* there are differences in that it is based on the local branch, area committees and a District Council, all of which represent consumers who run their own affairs and *employ* the professionals. The full-time staff tends to be smaller and administrative support less generous. Each District is headed by a Secretary who has an overall organising function. He may be supported by a varying number of development officers who organise work and assist branches in their areas, and by tutor-organisers whose function (apart from their status relative to the membership) is closely comparable to that of resident tutors.
>
> (Elsdon, K. T.)[40]

2.45 Now you are asked to study Figure 7 showing the organization of the WEA, bearing in mind that there is bound to be some over-simplification. Though the national committee carries out the decisions of the national conference, the hub of the organization is the district, which appoints tutors to conduct classes organized by the branches, forms new branches and generally supervises and assists work in its area. There are over 900[41] branches and over 2,000 affiliated educational and workers' organizations. New branches generally develop from 'student groups': that is, successful classes held in places where there is no branch.

2.46 The Russell report commented on student control:

> HM Inspectors have given us their opinion that the number of activists on the various committees is a small proportion of the total class membership but enormously greater overall than in local education authority or independent university class provision. A second effect of the voluntary nature of the WEA is that the classes are intended to be self-governing: tutor and students work out their programme together, modify it in the light of progress made and share in a joint discipline of study and discussion . . . The WEA is no longer unique in a practice which has been adopted by a number of university and local education authority tutors. But, to quote HM Inspectors again, the WEA "provides a better link between the participants and the provision than has been forged by most local education authority establishments or university extra-mural departments". To this extent and in principle at least the WEA is a prototype of the sort of student controlled organisations which should be singularly appropriate to adult education.'
>
> (The Russell Report)[42]

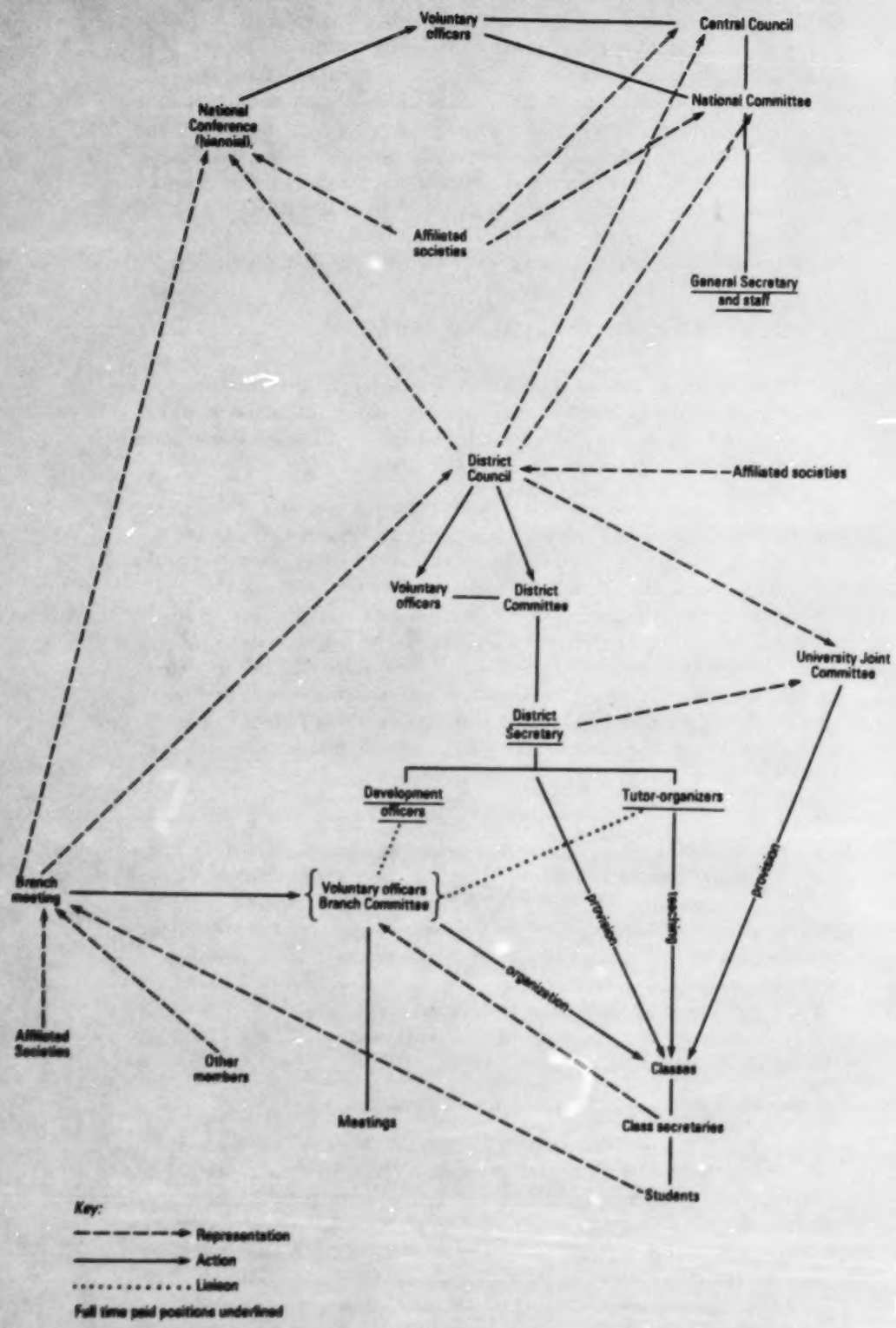


Figure 7 Workers' Educational Association, England and Wales.

a high return and a fuller understanding of the problems of educational opportunity in a working class community could never have been taken.

The effect of student control has led to a situation where many branches are predominantly middle class in outlook due to the better educated taking advantage of such educational facilities as exist, in contradiction of the aspiration expressed in the association's title. Many WEA members, both voluntary and paid, retain a sense of the association being a 'movement' and feel that educational provision is a means of achieving its aims and purposes. This can create a dilemma for full-time professionals in deciding the emphasis of educational programmes. In practice, sources of finance have a strong influence. In 1976–7, the DES grant to the WEA represented 54 per cent of the total costs and 73 per cent of the teaching costs. The balance is covered by LEAs and 'other income' (about 20 per cent of the total), student fees (around 7 per cent) and university funds. Responsible body work tends to predominate:

> As a matter of practical organisation, the courses of liberal and academic study form a necessary base providing a degree of financial security and essential resources in the shape of voluntary workers. Without them development on any scale is inconceivable. And these practical needs are heavily underlined by the present economic circumstances.
>
> (Workers Educational Association)[43]

Fee increases further distort provision when set against socially purposive work.

> The profitable subject areas that produce large numbers of students per class are not the priority areas. Neither are the students we particularly want to recruit those who are most able and willing to meet a substantial fee. Priority work usually requires an exceptional investment of time and effort before any measurable output of class meetings can be discerned. Any district forced to seek financial salvation through raising student fee income will inevitably lose much of its capacity to develop work in the priority areas.
>
> (Workers' Educational Association)[44]

The balance of provision in 1975–6, based on returns from the seventeen districts and subject to the difficulties of classification, was as follows:

> 55% of the total of 72,800 class meetings directly provided by Districts fell within the category of liberal and academic studies, 15% in trade union and industrial studies, 15% in social and political education and 15% for the socially and educationally disadvantaged. These figures indicate a very significant commitment to the Russell priority categories.
>
> (Workers' Educational Association)[45]

2.47 The 'Russell priorities' arose as follows:

> In its evidence to us the WEA has pointed to four areas in which its recent experience shows possibilities of expansion that it would wish to pursue. In general terms these are all concerned with sectors of the population who might not otherwise be touched by adult education and they are therefore a logical development of the Association's traditional concern for the underprivileged. We strongly support the Association's desire to undertake such work. The four areas are:
>
> Education for the socially and culturally deprived living in urban areas. Many other bodies are engaged in such areas—local authorities through community development projects involving housing and social services departments as well as education, the Home Office, universities, and local organisations such as Councils of Social Service, community associations, neighbourhood committees and local action groups. The involvement of the WEA would have to be in a strictly educational role

Collaboration is particularly close between the DES and the Manpower

and closely integrated with the work of the other bodies. It would also have to be of an experimental and informal character, requiring new forms of activity and unfamiliar techniques.

Work in an industrial context, especially classes held in factories or other workplaces, and programmes arranged in consultation with the TUC and with individual trade unions, including courses for shop stewards.

Political and social education. Traditionally the WEA has believed that much of its work in general education was directed to greater social and political awareness as well as intellectual enlightenment. This conception we feel to have special value today. New avenues for activity have begun to appear in courses run in cooperation with OXFAM, SHELTER and similar socially oriented organisations, and in certain kinds of "role education" for those engaged in local government and in social and political activity.

Courses of liberal and academic study below the level of university work, intended either for those who find that this level and kind of course satisfies their intellectual ambition, or for those who wish to prepare for the more rigorous university courses. This is the area of provision where there is the greatest likelihood of overlapping with the work of the local education authorities as academic studies come to find a place in the programmes of their centres. It is an area in which the role of the WEA may gradually come to include a greater element of promotional work, encouraging and supporting balanced programmes by local education authorities as well as making provision of its own.

(The Russell Report)[46]

It is the first three of these areas which have become known as the 'Russell priorities'. The Further Education (Amendment) Regulations 1977 enabled the DES 'to pay a grant towards the expenses incurred by a district committee of the Workers' Educational Association in connection with the provision of any such course as is mentioned in' regulation 28(1).[47] This permitted a grant to be put towards administrative costs and an arrangement was worked out with the DES to use additional funding for the first three priority areas outlined above. Earmarking finance for work needing a total or near total subsidy offered greater flexibility to the association's programme.

2.48 In short, the WEA was invited to undertake work it had some years earlier proposed that it should, and received the necessary financial encouragement. It is impossible to say what influences and pressure led to this outcome. The WEA is the only direct provider on a national scale, has a history of representing adult education interests in lobbies, itself acts as a pressure group and, through its work, has influenced especially members of the Labour party and trade union movement – all of which, coincident with the ALRA scheme and other educational developments leading to a more sympathetic climate of opinion towards educational provision for the disadvantaged, may have contributed.

2.49 However, the effect of the DES asking the WEA to undertake new work, and providing some funding towards it, will be felt by the association. The Russell report was clear on this:

These tasks would once again cast the WEA largely in the role of educational pioneer, bringing to those in great need services that they may have hitherto rejected. . . .

To do so the WEA will need to forge new or closer links with the local authority departments of health and social service and other relevant departments, Councils of Social Service, community associations and many other local and national groups. . . .

It must however be recognised that the emphasis we are here placing on certain kinds of adult education will not necessarily conform to the thinking of WEA branches in many areas. These branches have been built up for more diffused educational purposes to serve the interests of their present members. A shift of emphasis from a wide range of general provision to more specific priorities and a more general role in the promotion of adult education will require a substantial effort of reorientation on the part of branch and district committees. Much of the work we have described will be pioneered by professional tutor-organisers and development officers. It will be important that, wherever necessary, they carry the active lay members with them into these new fields, which would otherwise lose the vital contribution of the Association as a democratic body.

(The Russell Report)[48]

The consequences for the WEA could be greater initiative and independence among full-time staff, in contrast to their intended role as servants of the branches and districts. There is also the possibility that concentration on the 'Russell priorities' will loosen ties with the universities in joint-committee work. The late 1970s offered to the association new opportunities which, while benefiting adult education provision generally, could have repercussions on the WEA.

3 Adult education in Scotland and Northern Ireland

3.1 The adult education traditions in both Scotland and Northern Ireland are weaker than in England and Wales (see Appendix 2 for enrolment figures). In Scotland, around one in twenty of the post-school population take advantage of this provision, which is roughly the same as in England and Wales where it is one in eighteen. However, there is much less additional activity in adult centres in Scotland, such as affiliated societies, making provision overwhelmingly based on classes. In contrast, much effort in Northern Ireland is going into various forms of community work, so that class enrolment figures are less of a guide than in Scotland to the numbers involved.

SCOTLAND

3.2 All adult education provision is made through local authorities. The Scottish Education Department offers little direction and exercises little control. Central funding has been used to develop the youth and community service with the Standing Consultative Council on Youth and Community Service fulfilling an advisory role. In adult education, however, the Scottish Education Department has exploited the direct grant principle less than the DES since, in Scotland, there has been much less of a foundation on which to add. The dominant role of the local authorities, which work in closer relationship with university and WEA provision than in England and Wales, has curtailed the area in which grant aid from the SED can be offered. The 1945 Act confirmed education authorities as the sole statutory providers of adult education, encouraging partnership with the universities who were regarded as LEA 'agents' in certain defined fields. The partnership of statutory and voluntary provision is more heavily weighted in favour of statutory providers than in England and Wales because there are no

proper for adult education to continue to have many roles and functions. It is not clear if the present patchy provision is also being tacitly encouraged.*

'responsible bodies' in Scotland to give approved associations separate funding towards teaching costs. There is, in effect, one source of official funding – the education authority: WEA and university extra-mural departments do receive some central funding for organizing and administrative costs, but rely on their own resources and LEAs to meet teaching costs.

3.3 The pattern of provision is, in outline, the same as I have already described for England and Wales: provision in premises mainly used for other purposes, most appointments part-time and the service patchy or unequal in what it provides, reflecting an education authority's concern and interest in this work, as well as local response. Possibilities of anything beyond occasional classes with small numbers are in any case hindered by the low density of population outside the central belt. Administrative oversight is usually exercised by an authority's further education subcommittee, which frequently deals with the youth and community service as well. The officer in an authority with responsibilities which include adult education is likely to be a depute or assistant director of education.

3.4 The situation of the Scottish universities' extra-mural departments and the WEA contrasts sharply with that of their English and Welsh counterparts. The universities of Edinburgh, Glasgow and Aberdeen and Dundee, from its days as a university college of St Andrews, each has an extra-mural committee on which the education authority and the WEA are represented. These committees, each with their own extra-mural area, are 'approved associations' and are thus eligible for the SED grants covering some administrative and organizational costs, mentioned in section 3.2. Local authorities back the programmes which are offered, with universities more heavily dependent than those in England and Wales on money from the University Grants Committee for extra-mural appointments and activities. Arrangements with education authorities have their complexities, since each authority decides fees for its tutors and students, and a university has to negotiate with each LEA in its extra-mural area. The relative lack of independence of extra-mural and WEA work arises historically from lack of demand. However, a local authority could, through its own provision and that of the extra-mural committee on which it is represented, ensure a good spread of integrated provision.

3.5 The low level of adult education provision results from two main causes. First, the demand from women and working class men for higher education was, to a large degree, met historically by existing educational institutions. In 1865, the ratio of university places to the population at large was, in England, 1:5,600, in Scotland 1:1,000. In 1866, a fifth of Scottish university students were reckoned to be working class. Women were admitted to Scottish universities on the same terms as men from 1892. A university extension movement began at a much earlier date than in England, in 1799 with George Birkbeck. The history of the later extension movement in Scotland (of the 1870s) was written by 1895, the author explaining its failure by the wealth of alternative lectures provided by local societies, the scattered population and 'the Scotsman's well-known failing, or virtue, in matters financial'.[49] There was no thrust similar to that provided by the University Extension Movement in England and Wales. The *1919 Report* recorded that 'nonvocational adult education of an organized nature is at present nonexistent in Scotland'.[50] The WEA found difficulty in establishing its work and the Glasgow and Edinburgh Extra-mural Committees set up in 1924 and 1929, respectively, did not receive grant aid (since the 1924 regulations on responsible bodies did not apply to Scotland). Full-time appointments in extra-mural work at the universities of Glasgow and Edinburgh were not made until after 1945 and later still at Aberdeen (1956) and St Andrews (in 1963, at its University

College, Dundee). The second reason for the proportionately smaller adult education service in Scotland arises from the response to the Education (Scotland) Act, 1945. A youth and community service developed as a comprehensive service for both young people and adults after 1945. This stunted any wide growth of a separate adult education service, seen in the fact that no education authority had any full-time employees in adult education until 1965, when Fife recruited tutor organizers (each based on a further education college) and Edinburgh appointed several principal tutors with responsibilities in different areas of the city.

3.6 The only government report on adult education since 1919, the Alexander report, was published in 1975.[51] It found a duplication of provision as a 'substantial number' of leisure time classes were provided under the auspices of the youth and community service, making it 'possible for two separate classes in the same subject, catering for broadly the same kind of student, to be held in the same building and taught by the same teacher, one as a youth and community class, the other an adult education class, and for the teacher concerned to receive two different rates of pay'.[52] The report recommended a more unitary model, with authorities combining the adult service and the youth and community service into a single community education service. Centrally, a Scottish Council for Community Education (SCCE) was proposed. This was subsequently set up and held its first meeting in February 1979. As with the ACACE in England and Wales, members serve in a personal capacity. The council's functions are: 'To advise the Secretary of State on matters relating to community education; to promote the development of community education; and to foster cooperation among the statutory and voluntary organizations concerned'.[53] (The ACACE advises generally, rather than advising the Secretary of State.) The Scottish Council for Community Education offered a focus above local level, as the Standing Consultative Council on Youth and Community Service (whose national role was subsumed within the new SCCE) had done.

3.7 The machinery of the control of adult education in Scotland is being overhauled. The service is changing or losing its identity through amalgamation, though anticipating being part of a larger structure. The Scottish council, with members drawn from various backgrounds, may give an opportunity for the voluntary side to exercise greater influence on decisions, with 'informal further education' speaking with a stronger voice than has hitherto been possible.

3.8 In the local authorities, local government reorganization in May 1975 brought different traditions and patterns of adult education provision together, as it had in England and Wales the year before. Some authorities saw the Alexander proposal as a means of creating a new service at an appropriate moment and existing services came together in a number of places. A working party examined, in an exploratory manner, training needs for community education work.[54] Consequently, fundamental changes in structure were anticipated in this area of provision in Scotland. Departments of leisure and recreation were created, but, at the time of writing, they were not integrated in any formal way with community education provision.

NORTHERN IRELAND

3.9 The five education and library boards set up in April 1973 include nonvocational adult education in their responsibilities. The universities in Northern Ireland (Queen's and the New University of Ulster) are, unlike in Scotland, major providers, developing from the efforts made over the past fifty years of the Queen's extra-mural department and the WEA. Provision, under

the regulations governing responsible bodies, was through their Joint Committee on Adult Education, which included representatives of local authorities and the Ministry of Education, as well as the university and the WEA. The committee's provision was sufficient for some LEAs not to develop their own independent work very extensively, but to support the committee with contributions. Adult education in the province is now mainly provided by the education and library boards, and this provision is made through further education colleges and satellite centres controlled by them. The fairly strong position of the universities is not true of the WEA, which found it difficult to establish an independent basis for its work. It has no full-time administrative or teaching staff for its one district in Northern Ireland, nor any part-time teaching staff, since these are employed and paid by the Joint Committee on Adult Education. Courses can be offered independently, but finding tutors' fees is a serious constraint. The level of demand has not led to the establishment of very extensive provision. Some expansion was taking place by the mid-1970s, mainly in Belfast and Londonderry, although it was 'not orthodox WEA provision'.[55]

3.10 The partnership of voluntary and statutory bodies continued in the late 1970s. By that time, seniority in terms of being the major provider had shifted from the voluntary to the statutory organizations, from the joint committee to the education and library boards.

3.11 Two developments are worthy of note. One is the work begun by the Educational Guidance Service for Adults. The Department of Education asked that this provision be made through the work of education and library boards from 1 April 1978, at which time the grant to the service ceased. However, in March 1979, the Government agreed to reconsider the grant to the service, which had continued its work in the belief that the education and library boards were not equipped for, or experienced in, counselling adults. The service began voluntarily as the Adult Vocational Guidance Service, in January 1967, as part of the Northern Ireland Council for Social Services, itself a voluntary organization. The work of the service, dealing with some 4,000 clients over a ten-year period, was on a small scale, but increased year by year. Grants from central government showed official appreciation of the work being done and the need for it. The recommendation for work of this kind to be included in the obligations of statutory authorities indicated not only that demand could be exceeding what a single voluntary agency was able to meet, but also that a geographically wider service was desirable.

3.12 The second development was the setting up of a national coordinating body, The Council for Continuing Education for Northern Ireland, established by the Department of Education in October 1974. The trend of the mid-1970s was to give adult education a voice which could make recommendations to government on the one hand and encourage initiative, research and best practice at local level on the other. The area of interest of the Northern Ireland Council was defined as being the educational area outside schools, universities and education colleges. Its purpose is to advise the Department of Education on matters relating to continuing education and, particularly, on its development and coordination. The council is generally concerned to rationalize and improve adult education provision. To this end, it set up a number of panels to advise it on such issues as:

(a) the coordination of programmes and facilities of the providing bodies;

(b) methods of publicizing continuing education;

(c) current and long-term needs for residential accommodation for adult education activities;

(d) adult literacy;

(e) the use of resources, especially cultural, in continuing education programmes;

(f) the continuing education needs of released prisoners and detainees and of the socially disadvantaged.

The council is drawing together the varied threads of adult provision, taking cognizance of other areas, such as youth work, and attempting to create some coherence in its own sector and in the relationship of that sector to other sectors. The growth or sustaining of educational activities outside the formal, mainly full-time sectors of education – primary, secondary and tertiary – indicates that there are demands and needs which those sectors cannot, or ought not, to meet.

4 Adults and training

4.1 I now come to one of the thorniest areas of this extremely uncoordinated and complex field: namely, the relationship between what is administratively *education* for adults and *training* for adults. The approach and ethos of the training sector is very different from those of adult education.

4.2 LEA adult classes had their origin in a provision that was both vocational and nonvocational, and offered in schools in the evening. Responsible body work grew in response to the demand from those unable to obtain higher education. Vocational or technical courses have been part of a tradition that is heavily qualification oriented, mainly for younger people and now increasingly integrated with the work place in the further education sector through day-release and block release schemes and sandwich courses. In Unit 12, Morgan wrote of the 'unified vocational approach' and gave the background to industrial training policy. From this, it is clear that individual employers, through industrial training boards, are officially encouraged to train and update their workforce, using their own or publicly provided facilities as appropriate. A great deal of this is for younger people and this fact, as it affects further education, has been discussed in Unit 12.

4.3 There are two elements for you to look at here. One concerns the training facilities available to adults: the other is how these facilities impinge on the kind of educational provision discussed so far in the unit.

TRAINING PROVISION FOR ADULTS

4.4 The majority of vocational training is financed and undertaken by employers for their own requirements. Some training is available in the full-time education sector, with some direct training services to meet individual (usually adult) needs. As you will know from reading Unit 12, publicly provided training is administratively one of departmental overlap, between the Department of Education and Science and the Department of Employment. Much training involves the acquisition of additional specific skills by adults at their place of work and at their employers' instigation. Having noted this, I shall look at public provision in more detail, since I am examining training provision for adults who are not covered by employer or training board courses, though many employers sponsor individuals at public sector education and training establishments. I shall concentrate attention on the Manpower Services Commission and its Training Services Division.

. . . the fundamental issue facing the educational system as a whole and

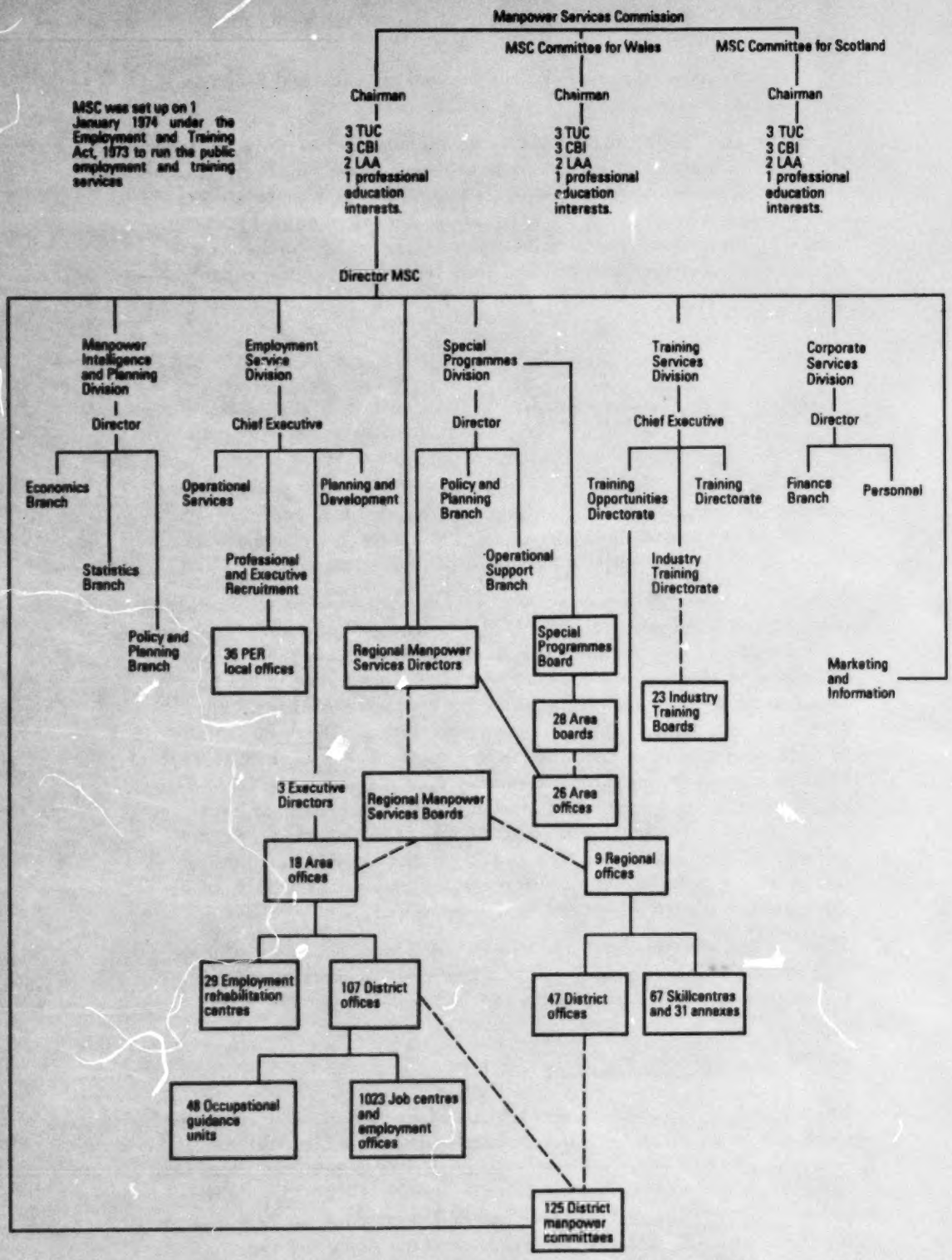


Figure 8 Manpower Services Commission: headquarters and regional organization, 1978. Note the place of the Training Services Division and the Training Opportunities Directorate, which is responsible for TOPS. [*LAA = Local Authority Associations.*]

responsibility does not necessarily lead to instant improvements but it does

Activity 3 This activity is based on the information given in Appendix 3. Please answer the following questions and then make one comment on each of your answers.

(a) What was the cost of the Training Opportunities Scheme in 1977–8?

(b) In what kind of institution were the majority of TOPS students trained?

(c) How many adult males completed TOPS courses in the year ended March 1978?

(d) What was the increase in professional and executive recruitment to TOPS training from 1974–5 to 1977–8?

(e) What were the two main occupational areas covered by TOPS in 1976?

(f) What percentage of TOPS trainees was unemployed three months after completing training, according to the sample survey?

Compare your answers with the author's comments in Appendix 1.

You should spend about twenty-five minutes on this activity.

THE TRAINING OPPORTUNITIES SCHEME

4.5 The aims of the Manpower Services Commission, which have expanded over time, were (in late 1978):

(a) to contribute to efforts to raise employment and reduce unemployment;

(b) to assist manpower resources to be developed and contribute fully to economic well-being;

(c) to help secure for each worker the opportunities and services he or she needs in order to lead a satisfying working life;

(d) to improve the quality of decisions affecting manpower;

(e) to improve the effectiveness and efficiency of the commission.[56]

4.6 Within the Training Opportunities Scheme (TOPS), an overriding aim has been to encourage a change in attitude to training so that the workforce will come to face industrial change with confidence and to accept the necessity for retraining two or three times in a working life. It attempts to offer both a 'social' solution to problems and an 'efficient' one (i.e. by training only able candidates in occupations in great demand) it can improve training services to employers and cut costs, and at the same time offer opportunities to individuals. It also aims to tie into a national training scheme, eventually giving adult trainees the same opportunities as those available to young people. In short, a difficult remit to fulfil.

4.7 The rapid expansion of TOPS since it began in August 1972 required full cooperation from further education, which had considerable spare capacity. This encouraged growth of clerical and commercial provision, while skillcentres, offering manual courses, especially in engineering and construction, expanded more slowly. A bulge in the 16–19 age group to 1983, however, will lead to much less spare capacity in further education colleges. Training was offered in approximately sixty occupations, in about 800 courses. In addition to the areas mentioned above, courses covered skills in the automotive and electronics industries, and a wide range of existing post-graduate courses in universities and polytechnics was receiving MSC funded students. Certain rules have governed TOPS provision. For example, TOPS has normally been available only to those over nineteen who have spent three years or more away from full-time education; courses have lasted no more than one year. TOPS has not been able to train for a single employer,

so, for example, health and social service occupations for local authorities have been excluded. The *TOPS Review 1978*, published in November 1978, recommended changes in the rules. Over 60 per cent of adults accepted for TOPS training were unemployed or non-employed (e.g. women returning to the labour force); nearly 40 per cent gave up a job to retrain. Though a number of MSC programmes have been concerned with assistance to the unemployed, training facilities have had only a marginal effect: TOPS provision for unemployed adults covered 38,000 people, or 3 per cent of the 1.3 million unemployed in May 1978. Courses have usually lasted twenty-six weeks, though some have extended to fifty-two weeks. Skillcentre courses were continuous; those in further education were not because of the three-term system, though the possible development of a forty-eight week year in some colleges should lead to greater flexibility. TOPS has been regarded within the MSC as complementary to the major training provision made by employers, so that the growth within TOPS of most types of occupational training is limited.

4.8 The constraints within which TOPS has operated are predominantly on the industrial side – it has been able to move into the educational sector without great difficulty. Most of its work has received the active consent and encouragement of the Trades Union Congress (TUC) and the Confederation of British Industry (CBI), both of which have been strongly represented on the MSC (see Figure 8).

4.9 However, the tradition of entry by apprenticeship has led to union problems at local level, contrary to the generalization in paragraph 4.8.

> In the engineering industry the situation is different despite the existence of national agreements covering recruitment and subsequent improvement. At the national level, the trades unions principally concerned (mainly the Amalgamated Union of Engineering Workers, the Electrical Electronic Telecommunications and Plumbing Union and Amalgamated Society of Boilermakers) remain wholly attached to apprenticeship as the usual route to skilled status but accept the need for an element of adult entry. In particular establishments or areas, however, there is frequently opposition to the introduction of 'dilutees' (i.e. those who have not served a full period of apprentice training). This sometimes stems from an inveterate opposition by local branches, or, in many larger firms, from a rigid structure of internal promotion to skilled levels agreed between unions and employers. There is also a long-standing prejudice on the shop floor against the dilutee. He may be seen as a threat to standards, to the job chances of existing union members, or to the maintenance of restrictive conditions favourable to pay. These inhibitions may operate singly or in common and it is difficult to assess their overall importance.
>
> (Manpower Services Commission)[57]

Constraints on the employers' side arose from ignorance: a survey of over 750 employers found that 52 per cent had not even heard of TOPS, illustrating the separation of the programme from the industrial and commercial environments.

4.10 Part of the TOPS programme has offered general courses, rather than courses for specific jobs. One area has been concerned with widening opportunities for women in nontraditional fields: in 1977, women took up 2.5 per cent of the places at skillcentres in motor vehicle repair, carpentry, engineering, etc. In late 1978, special provision to encourage women to switch to employment areas generally new to them was being considered by TOPS – encouraged by the possibility that much of the finance could be recouped from the European Social Fund.

4.11 Other special needs were being met that brought MSC increasingly into the education sphere in the late 1970s. For example, in 1977–8, it provided preparatory courses for 3,029 people with literacy and numeracy difficulties, prior to their embarking on a full TOPS training course, at a cost of £5.84 million.[58] Some numeracy courses were offered at skillcentres, and part-time and full-time literacy and basic education courses were offered at appropriate LEA institutions as 'preparatory' or 'pre-TOPS' courses under a grant from the MSC. Also, the MSC supported, through the Training Services Division, the National Centre for Industrial Language Training (NCILT) which promotes English language training at the place of work, generally to meet the needs of overseas workers settled in Britain. NCILT trains staff, develops materials and provides information. By mid-1978, there were twenty-six language training units operated by LEAs (with provision for nearly 3,000 trainees annually); in November 1978 the Manpower Service Commission took over the financing of these units from the LEAs. The Manpower Service Commission was, therefore, involved in schemes which educators would describe as being for the 'disadvantaged', and which helped them to prepare for skills training courses and for employment.

TRAINING AND EDUCATION

4.12 Under this heading, I shall discuss the second element mentioned in section 4.3: how MSC programmes have affected adult education in particular.

4.13 Before doing that, let me raise two background points. One is that the split between education and training is an administrative one, a result of divided provision between the departments of education and employment. Within education, vocational and nonvocational provision is similarly divided for administrative purposes. Further education colleges are at a boundary, straddling education and training: adult education, as discussed earlier in the unit, is at the vocational–nonvocational divide. This can be seen in university extra-mural departments, which have two sources of income: the DES supports supposedly nonvocational, liberal studies work and the University Grants Committee supports other work. Also LEAs may designate courses, such as typing, as vocational and apply different regulations to them. The split, however, is more than administrative in that it reflects national attitudes which are influential in contributing to a general outlook, yet are difficult to specify. Training and education are frequently considered part of the same spectrum, easily distinguishable at either end, but indistinguishable and overlapping in the middle. You may therefore regard the division as artificial, but it is necessary to recognize its existence, since finance is made available through the administrative structure. This is illustrated by the second background point, put in the form of a question: could the 99,000 people trained by TOPS in 1977–8 have been more easily or more effectively funded if the money (approximately £195 million) had been part of the educational budget? This takes me back to the issues raised in section 2.29 regarding adult literacy: earmarking funds for special purposes through the rate support grant is not possible, since it is up to each LEA to obtain what it can from its own authority's budget and then to spend it as it deems most appropriate. Thus, the answer to the above question is no – some form of special scheme was needed.

4.14 The MSC, through the Training Services Division, funds students on courses, and even entire courses, in the education sector. Most obvious has been the support under TOPS to attend further education college courses, some already available, others specially provided. Further education colleges are adaptable and flexible institutions, and the intended expansion of TOPS has, in some colleges, led to a heavy reliance on TOPS funding and trainees. This

This is usually expressed through the establishment of a Department of Adult Education, and the size of this is an important factor; it will not be felt to be and

has had effects on their other provision, especially for LEA supported students who have, on occasion, been turned away from vocational further education courses already filled by TOPS trainees. LEA provision for TOPS courses, in further education colleges, and pre-TOPS courses, in both further education colleges and adult education institutes, have been paid for by the MSC at an agreed rate. This rate is based on the average cost of low-level further education work, including craft courses, which is generally above the actual cost to LEAs, so that average costing favours the LEA and has encouraged growth in this area. The costs of courses to the MSC are increased by providing maintenance grants for students.

4.15 A number of courses in the management, computing, accountancy, technical and scientific areas in polytechnics and specialized colleges are run exclusively for the Training Services Division, or regularly include students sponsored by TOPS. In 1978 TOPS had, for example, nearly 350 students on post-graduate courses and 500 taking diplomas in management studies.

4.16 On the other hand, the many adults requiring basic education before they can embark on a course to obtain a skill have drawn the interest of the MSC to specifically educational courses at this level. ALRA has indicated the problems at work facing the partly literate:

> Of the 100,000 or more students under 1:1 [one tutor to one student] or group tuition, the great majority are at work. On the evidence of a sample taken last year, 17 per cent are unemployed; about 60 per cent were between the ages of 21 and 40 and, leaving aside those under 18 and over 60 years of age – some 80 per cent were in the working force. In terms of the present numbers under tuition, 80,000 employed or employable adults have come forward for help. Since students continue to come forward at an average of about 800 to 900 a week, there is little doubt that substantial numbers remain who need help with their literacy skills.
>
> Clearly, those who seek help are at differing levels but, on the basis of a sample of 6,600 students in 1975/76, only a quarter of both men and women felt able to fill in a time sheet or simple form; well over half could recognise and write their own names; rather less could recognise their address and letters of the alphabet. If we were not sure before, there can be no doubt now, that there is a substantial adult literacy problem. Moreover, there is no doubt either that there is no correlation between intelligence and inadequate literacy skills.
>
> The presence of substantial numbers in the workforce with limited reading, writing and spelling skills has serious implications for society and the effectiveness of the workforce. Men and women who make up this unquantified but significant number are almost inevitably unable to accept promotion since that would demand literacy skills which they lack. Working instructions, health and safety notices and regulations and communications generally from both management and trade unions are either not understood and therefore not implemented, or are subject to haphazard interpretation. A survey conducted by the British Association of Settlements in 1975 indicated that British firms rely almost entirely on the written word. Direct communication with a fair number of their employees is therefore virtually non-existent.
>
> (Department of Education and Science)[59]

4.17 At the time of writing, preparatory course provision was patchily made by LEAs, fifty-eight offering courses in 1977–8.[60] A working group chaired by the director of ALRA, with representatives of the Employment and Training Services Division of the MSC, the DES and the LEAs, reported in February 1978 with proposals to remedy the situation it found. ALRA commented:

The absence of national guidelines on the criteria or level for selection has resulted in a variety of ideas and practices concerning the suitability of specific target groups for admission to Preparatory Courses. This, together with insufficient publicity for and information concerning Preparatory Courses generally, and the essentially passive recruitment arrangements (the bulk of applicants hear about the existence of Preparatory Courses only by virtue of their failure to complete appropriate forms at the local employment office or jobcentre or pass a relevant test) has led, in the Group's view, to the overlooking of the majority of those for whom the courses were intended. Particulary important among the recommendations by the Group to remedy this situation was that which urged the designation by each LEA of a referral point to which potential student-trainees should be referred by *any* identifying agency, for educational advice on the facilities to help them.

We were concerned to note the Group's comments on the lack of liaison between colleges of further education and the staff of adult literacy schemes in the same LEA area. A lack of contact which results in colleagues in the same education service being unaware of the expertise developed in adult literacy tuition over the last three years is difficult to excuse. We have commented in our last two reports on the apparent lack of involvement of some colleges of further education with adult literacy tuition. The advent of a major MSC training programme in which there will be tuition in basic education or in which colleges will inevitably be required to play a part in basic educational as well as vocational skills increases our concern that the staff of colleges should benefit from awareness of developments in adult literacy tuition over the last three years.

(Department of Education and Science)[61]

4.18 There are other instances where MSC programmes affected adult education. These both arose from the Job Creation Programme (JCP), a forerunner of the Special Temporary Employment Programme (STEP) begun in 1978. Two examples are quoted:

(a) The North Scotland District of the WEA received sufficient finance through the JCP to employ twenty people full-time on a short-term basis. The twenty formed teams to tackle four projects: creche and playgroup provision, community drama, education in residential institutions and a research programme.[62]

(b) Efforts to set up educational advisory services for adults have been going ahead in a number of places and their potential contribution has been recognized and encouraged. The Tenth Report of the House of Commons Expenditure Committee, noting with approval the Educational Guidance Service in Northern Ireland, considered:

> . . . young people and adults should be able to call on or be offered the services of an effective counselling service which would provide diagnostic help, information about all opportunities and advocacy on behalf of the client when necessary. It is important that such a service should have popular and easy access, and operate in a manner appropriate to the needs of the clientele rather than according to existing established systems.
>
> (House of Commons)[63]

The educational advisory service in Sheffield, described as an action research project, was:

> . . . designed to improve public awareness and access to educational facilities in the Sheffield area . . . . It is worthy of comment and regret that without the funding of a small team of young adults through the Job Creation Programme these exciting initiatives which have already yielded

a high return and a fuller understanding of the problems of educational opportunity in a working class community could never have been taken.

(Universities Council for Adult Education)[64]

4.19 These examples show adult education providers exploiting the opportunities available to them to carry out what they consider to be part of their educational work. This was not work for which a grant from the traditional sources was obtainable: even so, the money came from the public purse. It raises the question why education could not pay when employment was willing to do so.

COOPERATION BETWEEN THE DES AND THE DEPARTMENT OF EMPLOYMENT

4.20 There were increasing attempts, by early 1979, to coordinate the work of the DES and the Department of Employment where overlap was obvious, as in their common involvement in the training sector. One difficulty of implementation was the entirely separate structure of each. Education is decentralized, LEAs having a great deal of discretion: the MSC is a heavily centralized agency with fairly narrowly defined responsibilities. (The MSC, though, when dealing with individuals as opposed, for instance, to industrial training boards finds, like adult education providers, that it has to match provision to need, not vice-versa, and acts as an educational entrepreneur.)

4.21 The MSC covers Great Britain, though on 1 July 1977 responsibility for the MSC and its divisions in Scotland and Wales were transferred to the Secretaries of State for Scotland and Wales. The regional organization of the MSC relates to the Department of Employment. Figure 8 indicated the complexity of regional and local organization. After five years of rapid growth, the commission had developed programmes and then replaced them, had reorganized its own management structure, begun decentralizing responsibilities in 1977 and 1978 and was reviewing the role of District Manpower Committees over the same period. Though it is accountable to parliament and various Secretaries of State, the MSC is not a public body in the way that LEAs, made up of elected members, are. Its role in government economic strategy was symbolized by the appointment, in 1977, of its chairman to the National Economic Development Council. Its extensive resources give the commission great power as a financer of educational and training provision. The MSC retains control over resources: the district committees, with representatives of employers, trade unions and other local interests, including education, have only advisory status, though providing useful channels of information and communication. They meet privately when invited by the MSC to do so. It is the regions which form a managerial and planning level. The STEP area boards, as initially constituted, lacked the direct contact that ALRA, for example, had created with the LEAs, so that communications between a board and an LEA, and response by the LEA, could be slow. (Boards have one educational representative in areas that include a number of LEAs.) To be effective, the MSC obviously needs to know about local employment and what skills are in short supply at a particular time, so that, ideally, it can be responsive to demand from both employers and trainees.

4.22 The overlap between education and the MSC's provision, discussed in sections 4.12–4.19, cannot be reconciled given the existing structure. It may be impossible to resolve satisfactorily in any structure. At the time of writing, cooperation between the DES and the MSC had been established and appeared to be growing.

Collaboration is particularly close between the DES and the Manpower Services Commission (including the Training Services Agency*): a senior member of HM Inspectorate serves as a part-time consultant to the MSC; the Education Departments and the TSA jointly manage the experimental unified vocational preparation programme for young people; the Board of Management of the Further Education Curriculum Review and Development Unit has DES and MSC members; the DES also collaborates with industrial training boards through the presence of DES assessors on the boards. Training and education are also brought together in the Training and Further Education Consultative Group, which is a joint MSC/DES venture with members drawn from relevant training and further education interests, as well as from the TUC and CBI.

For its part, the MSC engages in wide consultations with interested organisations before reaching decisions on policy matters. For example the education departments were represented on the MSC working party on young people and work, whose conclusions have led to the establishment of a new programme for unemployed young people. Extensive consultations on the implementation of this programme are being undertaken with Government departments, local authorities, the education service and other interested organisations.

(House of Commons)[65]

Tackling the departmental overlap in the training area is likely to lead to further developments during the life of this course.

4.23 The MSC, especially through the TOPS, expanded financial support to trainees to a new dimension since those accepted on courses (not otherwise sponsored) automatically received an allowance, the amount dependent upon personal circumstances. Anomalies and disparities with the LEA position existed at the time of writing, although mature students received mandatory LEA awards for designated courses (i.e. degree level, Higher National Diploma, Diploma of Higher Education, initial teacher training, etc.) if they had not previously had a LEA grant. Nondesignated courses (usually below degree level, such as nursery nursing and speech therapy) carried a discretionary grant which varied in amount between LEAs. Additionally, from 1975, students aged twenty or over, taking courses of liberal adult education of thirty weeks or more at long-term residential colleges, received adult education state bursaries at mandatory rates (a DES administered scheme) or LEA grants in the case of certain specialized courses. Previously, students had to seek aid where they could – LEA discretionary grants, trade union education funds, etc.

4.24 To sum up, by early 1979 there were increasing training opportunities for adults in educational institutions. This was having an effect on the educational system, but the nature of this influence had yet to emerge. Education has never been concerned with the training of adults. However, the educational system was sufficiently flexible to permit an outside agent like the MSC to fund large numbers of mostly adult students and to absorb these on existing or specially created courses, without, initially, any special liaison between the educational sector and the MSC. This indicated that capacity and staff in education were, or could be made, available at institutional level and demonstrated the independence and decision-making power of educational institutions within the educational system.

*Now the Training Services Division.

5 Adults, education, training and work

5.1 The late 1970s saw a number of developments indicating an expansion of educational opportunities for adults, with consequential effects for existing provision. The trend was towards a more ordered and interrelated pattern, though at the time of writing no overarching concept or structure had been proposed. New developments, when they occur, will, no doubt, reflect and be influenced by the random growth of adult educational provision.

AN UNCERTAIN ROLE

5.2 The role of adult education is uncertain. It is part of the educational system, but it has no single role and function within that system. An educational administrator could argue that whatever adult education does is a duplication of what other parts of the system offer (though to younger age-groups). For example, in referring to [illegible] provision, the Under Secretary of State for Education stated that 'although the splendid and strenuous efforts of adult education were much appreciated, nevertheless, the government was giving priority to the schools, so that the present remedial provision of post-school education would not be needed in the future.'[66] In brief, if the rest of the system is working properly (the argument goes) the need for adult education will wither away.

5.3 The experience has been, however, that the more initial education people receive the more education they want as adults and the educational profiles of participants in adult education are weighted towards the better educated (and the better-off). Conversely, those who leave full-time education at an earlier age (arguably those who would benefit most from continuing their education) are difficult to attract. Adult educators reject the argument that the needs of those who participate in adult education can be met at school/college age.

5.4 Among practitioners, it is difficult to establish a 'received opinion' or generally held point of view on many issues (except the under-financing of the sector and the lack of appreciation of their field of work by those outside it), because of the multiplicity of motives of individuals involved and the many providers, all with their own sets of priorities and purposes, which frequently overlap, but are frequently distinctive. At the university level, where an outsider might expect to find broad or national concerns, interests tend to be particular, the provision reflecting the ethos of the region. In addition, the strong fields of study are local: responsible body work generally has made significant contributions to scholarship in local history and other local social and biological and botanical studies. Not surprisingly, educational counselling services for adults (gathering information on what an area provides, so that clients can be made aware of the opportunities available) are developing in some places because of disparities of provision between areas – there is no common pattern or rationale for provision.

5.5 It is therefore difficult to establish what adult education is *for*. Having no obvious single role, it has attempted to fill a number of roles, usually simultaneously. Examples of these roles are given in the list of Russell priorities (paragraph 2.47). There is no overriding philosophy or sense of purpose which can encompass all these roles and give logic, shape and form to adult education. However, 'logic, shape and form' may not be appropriate. Mrs Shirley Williams, then the Secretary of State, stated that it is: 'crucial to maintain the untidy pluralism of adult education in the interstices of statutory provision, if it [is] to continue to respond to new demands'.[67] This implies it is

proper for adult education to continue to have many roles and functions. It is not clear if the present patchy provision is also being tacitly encouraged.*

COMMUNITY AND CONTINUING EDUCATION

5.6 Centralized or national bodies have been set up in the United Kingdom, bearing the following titles: the Advisory Council for Adult and Continuing Education (for England and Wales); the Scottish Council for Community Education; the Council for Continuing Education (Northern Ireland). Since these councils are serving broadly the same purpose, do the various titles imply that their functions will be significantly different? There are not generally accepted definitions of terms like continuing education or community education. However, both suggest an area that is wider than adult education and so imply some merging or amalgamation of the service into something broader which may also include interests not administratively part of the educational system's provision. Community education usually includes at least youth provision; continuing education any kind of provision beyond the initial stage (which is interpreted as education – whether at school, further or higher level – undertaken without a break).

5.7 A number of authorities in England and Wales, as well as in Scotland, have set up a community education service, generally amalgamating youth and adult work. This is an administrative measure and does not necessarily imply any change of rationale or purpose in what is provided, or any broadening of the bases of decision-making. The service remains a provider 'for' and 'to' the community, not 'by' it or 'with' it. The 'community' tends to be thought of as being those served by the nonformal sectors of adult and youth provision, and not incorporating or integrating the formal sectors of education.

5.8 Adult educators are frequently drawn away from areas considered administratively within the educational system. For example:

> A . . . distinction between supposedly differing aims was enshrined in the separation of arts centres from comparable activities pursued elsewhere in the education of adults. It led to an assumed contrast between adult education and general cultural activity or, perhaps more particularly, the creative and performing arts. The Russell Report quietly ignores it and lays upon adult education the duty to see all such activities, however informal, as part of its brief and assist them accordingly. It is the Russell Report again which lowers the barriers between adult education and social development. Its doctrine is no more than a recognition of what has already been shown to be implicit in the aims and practices of adult education training: the adult educator's interest in musical education may lead him to organise public concerts no less than classes, or to build up his centre choir's competence to the point where it will be capable of turning itself into an independent and self-governing society. And this will be an achievement in social education no less than that of a detached tutor arranging a course in welfare rights in a public house, a course for school governors, or a programme which helps to prepare mental hospital patients for community care.
>
> (Elsdon, K. T.)[68]

5.9 Continuing education suggests a system of education that incorporates at least the post-compulsory sector in an overall strategy. Further and higher

*We may also note that Mrs Williams seems to assume that adult education is not statutory – though, subsumed with further education, it is statutory under Section 41 of the Education Act, 1944. This lack of clarity is not aided when two Ministers of State for Education have variously described adult education as 'non-statutory' (Mr Gordon Oakes) and 'statutory but not compulsory' (Mr Gerry Fowler.).

education would be expected to become more available to older members of society than is the case at present, with students of mature age encouraged to return for periods of full or part-time education. In many instances, existing courses in continuing education are part-time and/or rely on employers releasing their personnel. The aim is to make people better at the job they are doing (which may itself be part-time, as in the case of trade union shop stewards) and to offer further professional study. Courses frequently depend on local *ad hoc* arrangements and a willingness and ability among providers to mount the courses. There is no nationally conceived coordinated provision which the concept of continuing education suggests and which assumes the availability of financing and seconding arrangements for people to take advantage of that provision in large numbers. The Open University is unusual in operating in a national context and is devoted entirely to offering continuing education to students who are part-time, so that issues of secondment and financial support are not vital to its working (though the latter may be vital to individual students or potential students). The Open University's national constituency has encouraged funding from government departments such as the DES and the Department of Health and Social Security for courses both of an inservice type (like the Diploma in Reading Development) and of a more general character (like the short course on the preschool child). More important than this for a national scheme of continuing education is transferability of credit (i.e. being able to switch between comparable institutions without having to join the new institution at a lower level than you left the first). Agreements between some institutions are being made, but there is no national pattern. Demographic changes are helping to concentrate attention on the best use of educational resources. With spare capacity anticipated in universities by the mid-1980s, and in other educational establishments earlier than this, opportunities for diversification of provision and of clientele exist.

TRAINING FACILITIES

5.10 Training exists as a separately financed service and adults beyond the scope of employer or ITB provision can seek to take advantage of it only if they are unemployed or prepared to give up their job, which involves taking a gamble at a time of high unemployment. Training facilities offer a form of continuing education, but again of an *ad hoc* sort, dependent upon an individual's circumstances or industry's needs at a particular time and place. This appears inappropriate when the necessity for changing jobs or retraining in the working lives of all of us is constantly reiterated. Yet, as in schooling, the emphasis is on training the young, as instanced in the apprenticeship system.

5.11 Employers reinforce the stress on training at an early age, since they recruit, not unnaturally, on the basis of qualifications, and only retrain individuals where there is likely to be specific benefit to the firm. On the other hand, the army has a good reputation, not only as a general educator, but as a continuing educator, seeing apprenticeships, for example, as only the beginning of training followed by frequent updating courses. One reason for this may be that an army career ends well before civilian retirement age and men require the skills on which to base a second career.

5.12 The Manpower Services Commission has the responsibility of providing a comprehensive manpower policy. Within the third aim of this policy, 'to help ensure for each worker the opportunities and services he or she needs in order to lead a satisfying working life', there is potential for development beyond what is available to date, that is (for adults) predominantly TOPS. An educational response could include courses broader than specific training skills and courses in 'social and life skills' (such as a minimum level of competence in literacy and numeracy, coping with forms and minor housing or taxation problems).

5.13 One obvious suggestion is paid educational leave: that is, an entitlement to a certain period of time, related to years of employment, away from one's job and involved in education. Some countries have a statutory provision for this. A convention on educational leave was adopted by the International Labour Organization in June 1974. Britain's mode of applying the convention is by voluntary action and collective bargaining between the two sides of industry. Employers tend to accept educational leave if they can see benefit to themselves (i.e. education is not an obvious good and has to have appropriate application). Consequently, it may be seen more as training, though distinct from what can be provided through ITBs, etc.

5.14 Rights to paid educational leave can be expected to grow and may ultimately become mandatory for all members of the workforce. One indicator is, for example, that both the Health and Safety at Work Act, 1974 and the Protection of Employment Act, 1975 include clauses permitting paid release from work for educational purposes for certain categories of workers' representatives. There are serious implications in tying in educational provision to widespread industrial release whether full or part-time – such as the possible necessity for a three-session day and forty-eight-week year in all institutions involved. Paid educational leave covers those who are employed, but the majority of the population cannot take advantage of it, being either not employed or not in firms sufficiently large to be able to release employees without seriously endangering the firm's work or because they are selfemployed. A great deal of educational leave is available (through secondment on courses, for example), but limited to those seeking to obtain it. A statutory right to paid educational leave (supported by some who see it as a retraining exercise and by others who want a broadening educational experience provided) would encompass many employees who had been alienated from education by their school experience and who would offer a serious challenge to the effectiveness of any scheme.

5.15 A strategy of regular release from industry for periods of education, or of retraining where necessary, would be part of an overall scheme of continuing education, though a label that is also used is that of recurrent education, another ill-defined term in an ill-defined area. The idea of recurrent education attempts to reconcile an employer's requirements, at present paid for by the employer, either directly or through ITB levies, and an individual's inclinations. Problems of implementation may prove more difficult than acceptance of the principle. A recurrent educational strategy assumes that release through paid educational leave is likely to be, in part at least, for education not closely geared to an individual's job or workplace (as, for example, many employers give time off to union officials to attend courses).

5.16 The government's involvement in industrial training since 1964, especially since the creation of the MSC in 1974, is markedly changing the picture of training opportunities for adults. Other developments reinforce the view that training and general educational opportunities will increase: one is the prospect of negotiating educational leave as part of agreements between employers and unions; another is the broader issue of participation in decision-making at work ('industrial democracy') which implies the need for short courses, possibly union based, to widen the background knowledge of those involved. A continuing theme is the work of the trade union movement, a major voluntary provider for its membership, whose mainly voluntary shopstewards, branch office-holders and committee members number an estimated 400,000 whose need is for 'continuing education' appropriate to their union responsibilities.[69]

5.17 Educational leave ties in with the decline in student numbers in higher education allied to the falling birthrate. Model E in a DES/SED discussion

document *Higher Education into the 1990s* considers devoting 'more education resources to those already in employment' which 'might result in more systematic opportunities for recurrent education for mature students' with possible priority for those who had not taken up higher education 'at normal entry age'.[70]

A MORE SYSTEMATIC NATIONAL APPROACH

5.18 An Open University report on continuing education published in December 1976 (known as the Venables report, after its chairman) made proposals for national provisions for adults (such as a national educational advisory service for adults) which the Open University is in a good position to encourage. The report prompted many proposals for schemes of collaboration between educational institutions and renewed interest in broadening schemes of national validation (such as are operated by the Council for National Academic Awards). Most importantly it helped to foster an atmosphere where the DES/SED could write of possible 'more radical developments, such as a systematic scheme for continuing education at an advanced level, or indeed at a nonadvanced level'.[71]

5.19 A consensus seems to be forming to make more resources available to adults in a more systematic way than hitherto through what could be described as a continuing education pattern which would subsume adult education provision. The impression is that this has not come about as a result of pressure from adult education directly, but as a consequence of a number of factors. More money than a few years ago is being spent on 'the disadvantaged' and more is available as grants for mature students taking full-time higher education courses because of changes in regulations. The adult educational service, however, is receiving fewer resources than previously. The numbers of students, following a twenty year expansion, are thought to have fallen by 11 per cent in 1976–7, due mainly to fee increases,[72] and presumably fell again in the 1977–8 session, given the DES recommendation in circular 1/77 to increase fees again. Allocation of resources to adult education remains very much in the control of those outside the sector, as with other sectors, but the adult sector is in a weaker position than its competitors in bringing pressure to maintain its level of provision.

5.20 Schemes of continuing education assume that the entire population is interested in continuing its education in some form. This may not be the case and the failure to create a learning society means that those at the bottom of the education heap will be separated even further from those concerned to expand their horizons and qualifications under a system where this is positively encouraged. This major drawback should be borne in mind when considering the proposals for all embracing systems of education.

CONCLUSION

5.21 In the final part of this unit, I have tried to draw together the threads that appear to be offering the possibility of greater coherence in educational provision for adults. I have added some comment on continuing education so that a total system could be posited, based on the assumption that education (including training) is a regular and recurring feature in the life of all of us, with all those employed obtaining credits qualifying for educational leave, while those not in the work force enjoy much wider opportunities than at present for education. A number of national and international reports have proposed recurrent education systems. Such a system in Britain has been brought a little closer by demographic trends rather than by conviction. However an ACACE committee has felt able to state that:

> . . . the fundamental issue facing the educational system as a whole and higher education in particular,[is] the urgent need for transition from a frontend model based upon full-time initial higher education for relatively few to an "open-ended" model based upon continuing or recurrent provision of full-time and part-time further and higher education for all who by virtue of ability, experience and motivation are able to benefit by it regardless of age. . . .
>
> (Advisory Council for Adult and Continuing Education)[73]

5.22 What can we look forward to in an 'open-ended' model? One application of a recurrent system (though the descriptive label could equally have been 'continuing education', 'permanent education' or 'lifelong education') has been the educational and cultural district proposed by Bertrand Schwartz.[74] This hypothesizes a district of 50,000 people with about 18,000 in full-time education each year, compulsory schooling to the age of eighteen and large numbers of part-time courses (convertible into full-time equivalents) with an educational credit of one year available to everyone every ten years. Within a national context, each district would have a large degree of autonomy, with power, for example, to engage the teaching staff it required, to budget for several years ahead, to adapt school calendars to local circumstances and to develop new educational methods. There is a general assumption of involvement by the whole population and of user control of resources – the district's 'role at all levels is to present the consumer with a rich range of resources, as well as a structure in which he can become involved and whose activities he can help to orientate'.[75]

5.23 Schwartz was influenced by the UNESCO report *Learning to Be*,[76] which emphasized that education is a response to the needs and wants of the individual learner and that, consequently, education should permeate many of society's structures:

> Education will no longer be the only institution in society charged with developing the gifts of the individual. Industry, administrations and, in fact, all organizations and institutions should take a much more active part in promoting education and placing it at the service of those participating in their activities.
> Instead of delegating educative powers to a single structure, graded vertically and constituting a distinct body within society, all groups, associations, unions, local communities and intermediary bodies should themselves accept an educative responsibility . . .'
>
> (Schwartz, B.)[77]

This hints at the view in the Faure report that 'for the first time in history, education is now engaged in preparing men for a type of society which does not yet exist'.[78]

5.24 Proposals for different structures with changed emphases are not new. The most celebrated British adult education report called for an education: 'Both universal and lifelong'.[79] This was in 1919, yet the following sixty years have seen a strengthening and expansion of the 'front end' model so that 'the most unquestioned dogma in education is that . . . education equals school'.[80]

5.25 The education of adults in Britain has been deeply affected by this dogma or assumption. One step in terms of altering the existing system could be a change in its legislative status, so that adult education takes its place as part of the provision which LEAs *have* to make, but with an understood and separate function:

> Legislation establishing that adult education, either interpreted comprehensively or with regard to only one or a few sectors, is a public

responsibility does not necessarily lead to instant improvements but it does create a climate of opinion conducive to development.

(Organization for Economic Co-operation and Development)[81]

The position in the late 1970s was that legislation existed, under the Education Act, 1944, but needed to be made more explicit so that its interpretation was less ambiguous and imprecise – as the Russell committee had recommended (see paragraph 2.15). Greater legislative clarity in itself could go some way to ensuring more consistency of provision between LEAs than existed up to the late 1970s and could provoke thinking on how adult education relates to the rest of educational provision (embracing the more informal sector including youth provision).

5.26 Signs of a widening role for adult education and an increase in influence through central councils reflect trends in a number of countries, according to an OECD study, which argued that 'the education of adults is moving from a marginal position in relation to formal educational systems to take a more central place in society's overall provision for education'.[82]

5.27 The OECD document postulated a choice of four policies for adult education:

(i) to let it evolve, as in the past, in a spontaneous and sporadic fashion without reference to any explicit public intervention;
(ii) to strengthen and coordinate the existing range of activities but not to perceive it as an active instrument of public policy in the social and economic arenas.
(iii) to strengthen and coordinate the existing range of activities whilst simultaneously pursuing a positive policy of support for specific activities judged to be national priorities; for example secondary education equivalency programmes designed to promote equality;
(iv) to create a comprehensive service of adult education as an integral element of broadly conceived educational systems and to relate its function to the social, economic and cultural objectives of the nation.

(NIAE)[83]

Activity 4 Using the knowledge gained from reading this unit, I should like you to consider where adult education in Britain fits, if at all, into the pattern outlined above, accepting that it may straddle more than one of the options. Assess the place of training provision in Britain as if the policy options for adult education were rewritten in terms of training policy. Does a dichotomy or disjunction emerge between training and adult education policies?

Compare your answers with the author's comments in Appendix 1.

You should spend about fifteen minutes on this activity

5.28 A rethinking of the educational system as a whole could lead to a more defined role for adult education, probably within schemes labelled continuing education, but part of a comprehensive and interrelated pattern of initial and post-initial education. Equally, new departures could take adult education further away from the rest of the system so that, apart from shared premises, it may have relatively little integration with it. The reality in early 1979 was that adult education remained an unregarded sector on the periphery of the educational system, impinging only marginally on resources and personnel. The control of adult education, so far as it is necessary, is exercised by the limitation of finance and by its being ignored or neglected due to its low priority in the concerns of policy-makers.

5.29 The two sectors, adult education and training, are out of phase, since pressing *economic* necessity has led government to develop the training sector so that it is in process of becoming comprehensive in industrial terms. The overlap with DES provision is purely fortuitous, the MSC making use of educational provision to meet its own responsibilities. In the process, it has made training available to large numbers of adults for the first time by funding them during their period of training (which is increasingly including broader educational elements). Education has the provision, the MSC the students. The MSC is able to finance over 55,000 students a year in educational institutions on full-time courses (in addition to its other work). In the short-term, these numbers will expand. If they are going to remain high in the long term, and a fairly regular pattern of what is needed emerges, close and regular liaison with the DES (beyond that listed in paragraph 4.22) will be necessary. This will have implications for educational provision, for the sphere in which education exercises control at local and national levels, and in terms of opportunities available to the work force.

5.30 In paragraph 1.4, it was said that the question 'who controls the system?' was not appropriate to adult education because of the diffuse nature of provision. Providers each have their own organizations and ways of operating, and have loosely arranged themselves to cater for varied forms of demand. They would not claim to meet all existing demand and certainly not the needs that they perceive to exist. The providers discussed in this unit do not form part of a system of provision in the administrative sense and, consequently, 'control' of provision is as diffuse as are the providers themselves. Ultimately, the third element mentioned in paragraph 1.18, the adult learners or consumers, is where control lies, since their demands, concerns and interests are the justification of the existence of a service in the first place. This unit has tried to indicate the other elements which interpose themselves between demand or need and provision. The training provision for adults, discussed in terms of the MSC's Training Opportunities Scheme, offers a direct contrast to the adult educational service, being full-time where the latter is mainly part-time (properly, spare time) and centrally organized where the adult educational service is dispersed. It is less concerned with student demand, as such, and is being developed as part of a national system with the providers in control. To date, there has been some use by the MSC of adult education facilities, but no thought of relating or integrating education and training provision for adults.

Appendix 1
Author's comments on activities

Activity 1

The numbers enrolled are as follows:

(a) Evening institutes in England and Wales (Table 2): 1,981,657.

(b) 'Responsible-body' courses in England and Wales (Table 5): 275,054.

(c) WEA courses (note to Table 7): 169,984 (this figure includes the 115,621 on courses provided by the WEA as a 'responsible body'.)

The number of full-time staff are as follows:

(d) Professional staff in adult education (Table 4): about 2,000.

(e) Full-time university extension staff (Table 6): 619.5 (only 338.58 were supported by the DES for 'responsible-body' work, and so contributed towards the student figures given in (b) above).

(f) Full-time WEA professional staff (Table 7): 153.

Possible conclusions

The first three answers show the predominance of LEA provision in this area of work.

Answers (d) to (f) indicate the small number of full-time staff relative to enrolments.

The sector relies heavily on part-time staff (as Tables 4 and 6 confirm).

The exercise may also have shown the complexities of some of these statistics.

Activity 2

Instead of making my own comments, I am going to quote from an examination of adult education structures made by Mee and Wiltshire in the mid-1970s. You may have listed some of the advantages and disadvantages mentioned by them. Some additional comment on the findings is quoted to illustrate that, while structure is important, commitment and attitude on the part of multipurpose providers is significant as well. (You are not expected to have included this in your answers.)

(a) *Further education college structure*

As a host institution for adult education the College of Further Education seems to have certain inbuilt advantages:
(a) Adult education is statutorily part of further education and is financed from the same budget.
(b) Students in further education are closer to adult students than are school children both in age and in the part-time and voluntary nature of many of their courses.
(c) Colleges of Further Education, like adult education institutions but unlike schools, are accustomed to seeking out students from among their catchment population and planning courses to fit them.
(d) They have a tradition of departmental independence which can mitigate the structural loss of autonomy for adult education.
(e) They are accustomed to, and staffed for, a three-session day.

These are potential advantages only; they may not be realised. Many, perhaps most Colleges of Further Education, particularly those in the large cities, are fully employed in technical and vocational education and have little or no time for interest in adult education. The potential advantages are likely to be realised only in those colleges, mainly in smaller and more scattered centres of population, which have been given or have developed a clear commitment to the education of the adult community as a whole.

This is usually expressed through the establishment of a Department of Adult Education, and the size of this is an important factor; it will not be felt to be and treated as an established part of the college unless it makes a substantial contribution to the total of student-hours.

It is here that the barriers between vocational and non-vocational education, deplored by many adult educators, are most likely to be broken down and that a more integrated system of continuing education is most likely to develop.
(Mee and Wiltshire)[84]

(b) *A community college structure*

The school as a base for adult education has one obvious advantage: its ubiquity; it can provide accommodation for adult education in small communities and with little capital expenditure. This can be done, and has traditionally been done, simply by allowing a specialised adult education service to use school premises after school hours. Increasingly, however, it is done by making the school the host institution for combined school, youth and adult service and so creating the kind of multi-purpose institution which is customarily called a Community School or College.

As a host institution for adult education the school seems to have certain inbuilt disadvantages:
(a) There is a wide age gap between school and adult students.
(b) School education is compulsory and full-time, adult education is voluntary and part-time; there are wide organisational and attitudinal differences between the two services.
(c) The school tradition tends to be one of central control rather than departmental independence.
(d) The school-youth-adult integration excludes Further and Higher Education, the very sectors of education with which adult education is likely to have most in common.

The Community School is, of course, an attempt to remake the school in a new image not just to make a new kind of multi-purpose institution. As this goes on and as a new kind of school emerges some of these disadvantages will diminish or disappear. But some are, as far as one can see, structural and not easily remedied.

Local authorities could ease some of the practical problems inside the Community School by more realistic staffing and depreciation arrangements – some of the operating difficulties are not necessarily inherent in the school situation.

We found less evidence of continuity between the different fields of work of the Community School than we expected. Co-operation between youth services and adult education seemed no more effective than that found in many other situations, and less effective than that found in some joint adult and youth services. And the amount of adult participation in school classes seemed, in practice, surprisingly small. On reflection it seems to us inherently unlikely that any substantial number of adults will be able to conform to school timetables or will find school courses apt to their needs.

Community Schools are dedicated to the education of the whole community; their members of staff sometimes have contracts which express that commitment and are in theory community educators. In practice only a few key members of staff seemed to us fully to accept this role; most tended, not unnaturally, to relapse into the role in which they felt most at ease, most confident and most skilled: they became once more school teachers or youth workers or adult educators. It may be that there is an inevitable time lag here, and that we shall not see the Community School fully developed until its staff is community trained.

It is not for us to make judgments about schools, but we must record our impression that this community setting, this openness to the world outside the school, can be a very good thing for the school. So it is not surprising that we sometimes had the impression that the community work was valued mostly for the indirect contribution which it made to the life of the school – which, after all, is bound to be the main concern of the institution as a whole.
(Mee and Wiltshire)[85]

I have given one comment with each answer: you, of course, may have given equally valid, but different, comments.

(a) Table 13 gives a total of £194,700,000 spent on the Training Opportunities Scheme in 1977–8.

TOPS is the major training programme within the MSC. (Comparison with, for example, LEA provision for adults is difficult, as such information as there is is dated – see endnote 3.)

(b) The majority of TOPS students were trained in colleges of further education (Table 14).

More use was being made of existing education facilities than the government run skill centres.

(c) Table 14 gives a figure of 98,964 completions, of whom 43,204 were women and about 20,000 were young people; so the number of adult males was about 35,500.

The emphasis on the TOPS programme, in terms of numbers involved, was on the training of women.

(d) Professional and executive recruitment to TOPS training rose from 972 in 1974–5 to 3,750 in 1977–8, an increase of 2,778 (Table 15).

PER candidates, though few in number compared with the total TOPS trainees, were increasing rapidly.

(e) The two main occupational areas covered by TOPS in 1976 were: (i) clerical and secretarial (33,776 or 37.7 per cent of completions); (ii) engineering trades (17,258 or 19.2 per cent of completions) (Table 16).

The use of colleges of further education and the high number of women trained were probably due to the heavy commitment to clerical and secretarial work.

(f) The percentage of TOPS trainees unemployed three months after completing training, according to the sample survey, was 35 per cent (Figure 12).

TOPS may be concerned to remedy certain skill shortages in the economy, but does not appear to be closely geared to job vacancies in particular localities.

Activity 4

The British experience began as policy (i), and now seems to be policy (ii) with signs of movement towards policy (iii). The variety of provision is probably greater than ever, especially work with 'the disadvantaged', despite a fall in overall numbers.

The training sector is (administratively) separated from adult education and efforts to draw together education and training into a single conceptual framework have not been supported in administrative patterns of provision. Rewriting the policy options for adult education (listed in paragraph 5.27) in terms of training policy, policy (iii) was nearest to the situation of early 1979: 'to strengthen and coordinate the existing range of activities while simultaneously pursuing a positive policy of support for specific activities judged to be national priorities'. Policy (iv) was the intention since the MSC 'with the agreement of the Government, has set itself the long-term aim of developing a comprehensive manpower policy'.[86] Thus, a disjunction emerges between policies for training and for adult education. The relationship is one where adult education offers some services and facilities to the training sector.

Appendix 2
Adult education

For convenience, the following statistics have been brought together at the end of the unit. Statistics regarding the Manpower Services Commission's training provision for adults are in Appendix 3.

LOCAL EDUCATION AUTHORITIES (ENGLAND AND WALES)

Evening institute attendance

TABLE 2 Students on courses in November 1975[87]

All students	*Men*	*Women*	*Total*
Under 16	95,030	79,597	174,627
16–17	61,430	61,621	123,051
18–20	49,286	73,733	123,019
21 and over	418,673	1,142,287	1,560,960
All ages	624,419	1,357,238	1,981,657

Note, these figures are not satisfactorily recorded.

> Form 109 FE Stats. is a return of 'all students enrolled as at 1 November' in 'courses and individual classes supervised by a paid instructor' and held in 'Adult Education Centres, Evening Institutes, Other Further Education Centres, Youth Clubs, Community Centres, etc.' It is a return of numbers of individual students, not of enrolments: 'each student should be counted once only regardless of the number of classes attended'.
>
> The inadequacies of this as a record and a measure of participation in adult education are well known. (The whole matter of the collection of statistics is, in fact, under review by the Department of Education and Science.) The main ones are:
>
> 1. It excludes non-vocational students in Colleges of Further Education and other major establishments, and may thus exclude as much as a quarter or more of the total student body.
> 2. It excludes all students who enrol after the beginning of November. This may not have been a large number in far-off days when most students enrolled for three-term courses. It is certainly a very large number now, when so many short courses begin later in the session.
> 3. Even within one authority and even over a short period there can be surprising changes in the amount of information provided and in the ways in which it is categorised and presented. This makes comparisons between authorities, and even comparisons from year to year within one authority, hazardous and at times impossible.
> 4. It is much easier to count enrolments than to count individual students, and since the request for this information comes at a busy time in the session it is not surprising that some heads of centre take the easier course.
> 5. Not all authorities always make the return.
>
> (Mee and Wiltshire)[88]

The 'review' referred to by Mee and Wiltshire resulted in the piloting of a new method of establishing the rate and amount of provision, so that changes in provision could be pinpointed. The new form was to be ready for the 1978–9 academic year. An inspectorate estimate of the numbers excluded from the return in item 1 of the quotation is one-third.

Additionally, other activities conducted by affiliated societies, workshops, various community groups, etc., in evening institutes are not recorded centrally, so there is no pressure on LEAs to collect them either.

Short course residential colleges

TABLE 3 Attendance 1974–5[89]

Colleges and Centres maintained or assisted by LEAs	*Men*	*Women*	*Total*
Number of establishments			45
Number of students by duration of course			
less than four days	28,800	33,879	62,679
four days but less than seven days	9,445	6,723	16,168
seven days but less than fourteen days	1,876	2,223	4,099
fourteen days or more	158	199	357
All courses	40,279	43,024	83,303

Staff

TABLE 4 Full and part-time staff in 1976[90]

Full-time (includes organizers, principals of area institutions and heads of centre as well as teachers)	2,000*
Part-time lecturers and teachers in further and adult education	130,000†

RESPONSIBLE BODIES

Responsible bodies are the twenty-four extra-mural or adult education departments of universities in England and Wales, the seventeen Workers' Educational Association districts in England and Wales, and the Welsh National Council of the Young Men's Christian Association.

Student attendance

Courses

Tutorial courses are provided by a university, normally last three years and comprise in each year not less than twenty-four meetings of at least two hours' duration.
Sessional courses last one year and comprise not less than twenty meetings of at least 1½ hours' duration.
Terminal courses comprise not less than ten meetings of at least 1½ hours' duration.
Day release courses are provided for students in full-time employment who are released by their employers for one or two days a week.
Residential courses are courses involving a period of residence whether in vacation or at other times.
Short courses are of less than ten meetings. This category also includes all courses for the training of tutors or lecturers in Adult Education.

Students

Effective students are those who have attended at least two-thirds of the number of meetings and have done such written work and private study as the tutor has required.

*This is the lower figure of the range given by the ACSTT. Totalling LEA returns included in the *Yearbook of Adult Education 1978–79* (National Institute of Adult Education, England and Wales) pp. 14–23 gives a figure of just over 1,700, which probably includes people whose *major*, not *full-time*, work is in adult education.

†This figure includes 18,000–20,000 full-time teachers employed also as part-time teachers, probably mainly in the evenings, but not 40,000 part-time teachers in schools. It is generally estimated that 40 per cent of part-time teachers in adult education are trained (school) teachers, 60 per cent are untrained. The Russell report (Appendix B, Table 5, p. 207) recorded 76,000 part-time teachers in adult education in 1968–9, for a recorded evening institute enrolment of 1,700,000.

TABLE 5 Students taking courses of adult education provided by responsible bodies, academic year 1974–5[91]

	Tutorial courses				*Sessional courses*				*Terminal courses*			
	Number of courses	*Registered students*	*Effective students*		*Number of courses*	*Registered students*	*Effective students*		*Number of courses*	*Registered students*	*Effective students*	
		Total	*Men*	*Women*		*Total*	*Men*	*Women*		*Total*	*Men*	*Women*
England and Wales												
Responsible bodies												
Universities	536	9,459	2,621	4,297	2,656	48,123	12,477	18,972	1,598	27,152	8,866	11,325
Workers' Educational Associations	—	—	—	—	1,020	17,732	4,733	8,155	2,386	38,905	10,715	20,074
Welsh National Council of YMCA	—	—	—	—	—	—	—	—	50	694	221	424
Total	536	9,459	2,621	4,297	3,676	65,855	17,210	27,127	4,034	66,751	19,802	31,823

	Day-release courses			*Residential courses*			*Short courses*			*All courses*			
	Number of courses	*Registered students*		*Number of courses*	*Registered students*		*Number of courses*	*Registered students*		*Number of courses*	*Registered students*		
		Men	*Women*		*Men*	*Women*		*Men*	*Women*		*Men*	*Women*	*Total*
England and Wales													
Responsible bodies													
Universities	233	3,200	233	574	7,566	8,882	1,855	24,801	28,615	7,452	69,560	88,471	158,031
Workers' Educational Associations	412	5,086	826	199	3,349	2,507	2,577	17,177	30,039	6,594	45,496	70,125	115,621
Welsh National Council of YMCA	—	—	—	—	—	—	29	326	382	79	557	845	1,402
Total	645	8,296	1,059	773	10,915	11,389	4,461	42,304	59,036	14,125	115,613	159,441	275,054

Staffing

TABLE 6 Responsible body staff 1976–7[92]

	DES supported staff*	UGC funded staff	Other	Total
Full-time in universities (administrative and academic)	338.58	232.91	48	619.5
Part-time (academic) in university and joint committee work	9,525†			

Workers' Educational Association

TABLE 7 Workers' Educational Association (United Kingdom 1975–6)

Number of districts	21
Number of branches	933
Number of student groups (three-quarters in Wales where there is little tendency for them to develop into branches)	971
Summer schools 1976 (including 17 held in cooperation with extra-mural departments)	85
Number of weeks of summer school	164½
Number of students	4,089
‡Full-time staff:	
district secretaries	21
development officers	12
tutor/organizers	120

Much of the WEA class, etc., provision is given in the responsible body statistics for England and Wales, with total student numbers of 115,621. For the same year, WEA recorded 169,984 students.

SCOTLAND

Differences of provision and of recording prevent direct comparisons with England and Wales, and with Northern Ireland. In Scotland, there are no 'responsible bodies'.

Student attendance

TABLE 8 Student attendance in Scotland for the year ending July 1974[93]

All courses	*Further education centres*		*Central institutions*	
	Number enrolling	*Effective students*§	*Number enrolling*	*Effective students*§
Men	54,394	42,149	704	387
Women	158,476	121,751	1,840	1,226
Total	212,870	163,900	2,544	1,613

*Only DES supported staff are involved in responsible body work, the integration of university departments leading to fractions of some staff time being paid for from different sources.

†Some of these may have conducted other than responsible body work.

‡These figures apply to early 1979.

§Effective students are those attending two-thirds of the meetings.

TABLE 9 Student attendance for the year ending July 1974[94]

	Number enrolling	*Effective students**
Men	10,216	7,612
Women	17,591	13,029
Total	27,807	20,641

Staff

TABLE 10[95]

Education Authorities	
Full-time adult education principals and teachers	24
Principals whose full-time appointment is shared between adult education and other duties	34
(Full-time equivalent)	(10)
Organisers mainly employed in adult education	4
(Full-time equivalent)	(1)
Part-time adult education principals	764
Part-time adult education teachers	9,667
Full-time community centre wardens, etc.	83
University extra-mural departments	
Full-time lecturers/teachers	22
Part-time lecturers/teachers	1,545
Full-time administrative staff (some also having teaching duties)	15
Part-time administrative staff	4
WEA	
Full-time teachers	5
Full-time administrative staff	3
Long-term residential college (Newbattle Abbey)	
Full-time teachers	3
Part-time teachers	6
Full-time administrator (with some teaching duties)	1
Summary:	
Full-time employees in education authorities, WEA and university extra-mural work (excluding community centre wardens)	69

Education Authority figures relate to 1971–2, the others to 1972–3. The Alexander report proposed a community education service, merging adult provision with the youth and community service. Some education authorities subsequently merged their services in anticipation of national developments, so that it is to be hoped that statistics will differentiate community education staff by the work they do. Ambitious plans to expand staff were curtailed by the economic situation of the mid-1970s.

*Effective students, in the case of university and WEA courses, are those completing such written work and private study as is required by the tutor.

These statistics are not directly comparable with those for England and Wales, and Scotland.

Student attendance

TABLE 11 Student attendance in N. Ireland[96]

Enrolled students		*Effective students**
Men	10,138	7,403
Women	24,232	16,034
Total	34,370	23,437

The figures are for courses of one, two or three terms for the year ended July 1976.

Responsible bodies

TABLE 12 Responsible body courses 1975–6[97]

All courses	*Enrolled students*	*Effective students†*
Men	3,604	2,358
Women	6,067	4,046
Total	9,671	6,404

In addition, 1,195 people attended residential courses or courses longer than a day, in 1975–6.

Appendix 3
Adult training provision within the MSC

Expenditure for the Manpower Services Commission is shown in Table 13.

Figures 9 and 10 give a pattern of training provision. Adults have benefited mainly under TOPS, illustrated in Table 14. Mid-1978 projections were to expand TOPS by 1980 to 115,000 completions a year, 90,000 of them being by adults. Figure 11 shows what the main provision was and Table 15 shows the expansion in support for candidates on mainly higher educational courses.

The result of a survey to establish the usefulness of training in obtaining a job is given in Figure 12.

Table 16 shows the balance of TOPS provision in the context of the balance of the whole labour force.

Finally, Table 17 indicates the cost per head of training – somewhat notional as courses vary in length.

*Those attending two-thirds of the meetings.

†Students attending two-thirds of the meetings and doing written work and private study as required.

74

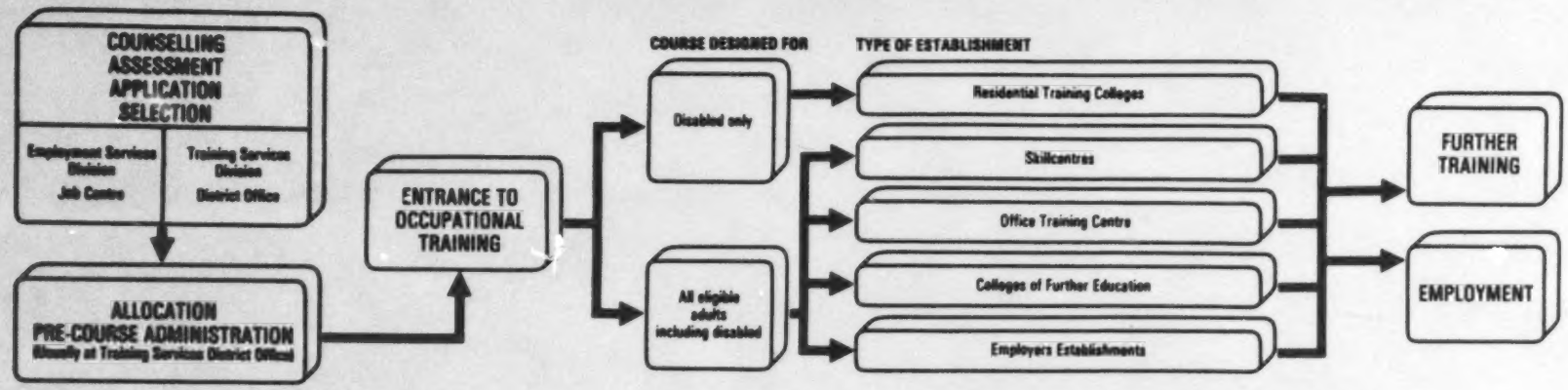


Figure 9 TOPS occupational training.

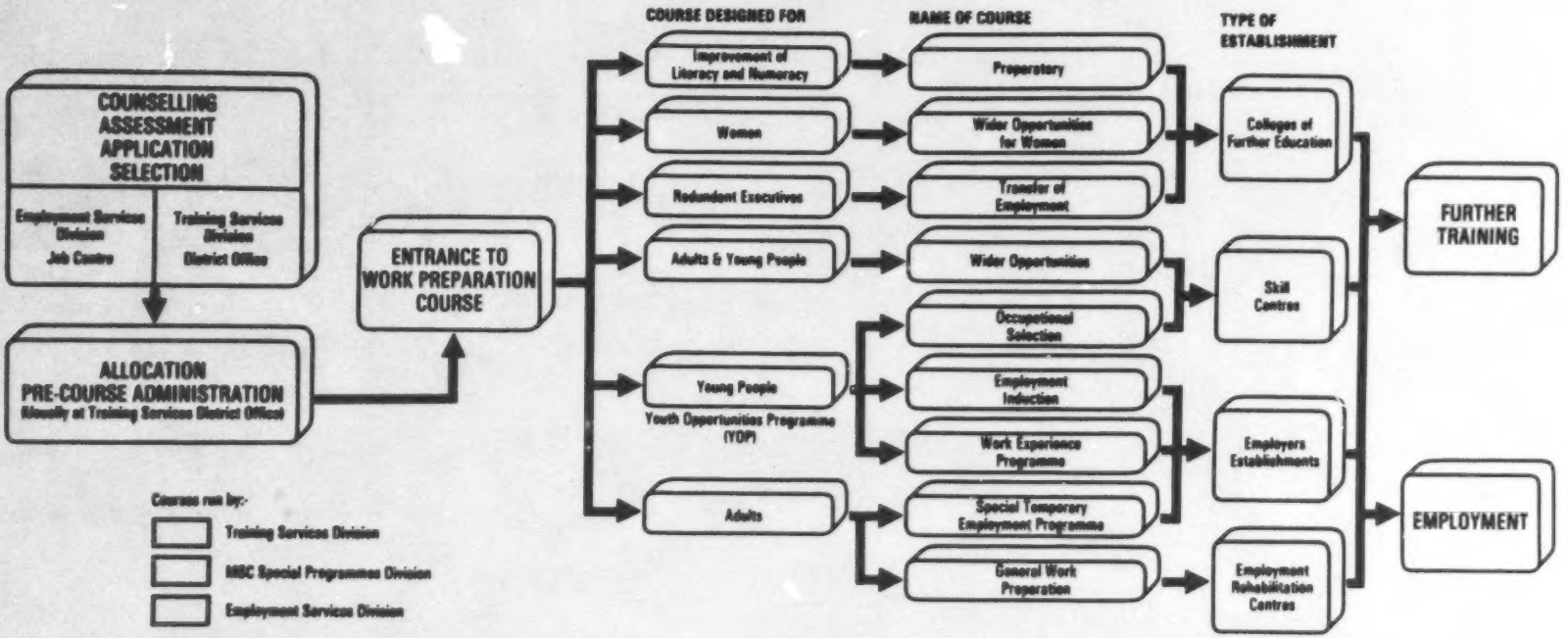


Figure 10 MSC work preparation courses and schemes.

TABLE 13 Provisiona[illegible]penditure by the Manpower Services Commission in 1977–8

	£ million	£ million
Employment services		
Direct employment services (other than PER)	95.4	
Aids to geographical mobility	11.9	
Professional and executive recruitment (net)	2.6	
Employment rehabilitation	12.1	
Services for the seriously disabled (expenditure on behalf of Department of Employment)		(30.0)
	122.0	
Training services		
Meeting training needs of industry		
Operating costs of Industrial Training Boards	38.6	
Grants for training schemes	50.5	
Administration	0.9	
Training Opportunities Scheme		
Skillcentres: training allowances	28.1	
other costs	54.0	
Training at other institutions: training allowances	47.8	
fees and other costs	49.9	
Administration	14.9	
Other programmes	7.9	
	291.9	
Special programmes		
Job creation (expenditure on behalf of Department of Employment)		(71.7)
Community industry (expenditure on behalf of Department of Employment)		(9.0)
Work experience programme	14.7	
Dispersal		
(Building costs)	1.4	
Central expenses	2.5	
Regional manpower services directorate (expenditure on behalf of Department of Employment)		(0.3)
	3.9	
Total	432.5	
MSC expenditure on behalf of Department of Employment		(111.0)

TABLE 14 TOPS completions by regions in the year ending March 1978

	Skillcentres	*CFEs*	*Employers establishments/ HGV*	*Residential training colleges*	*Total*
Scotland	2,722	7,006	1,808	—	11,536
North East	3,772	6,942	3,385	164	14,263
North West	3,198	9,492	3,581	—	16,271
Midlands	3,381	8,944	2,712	117	15,154
Wales & West	4,377	7,207	2,312	198	14,094
South East	3,814	8,537	1,918	—	14,269
London	3,312	8,241	1,509	315	13,377
Great Britain	24,576[1]	56,369[2]	17,225[2]	794[2]	98,964[3]

[1](includes 817 women)

[2](includes 42,387 women)

[3](includes 43,204 women and about 20,000 young people)

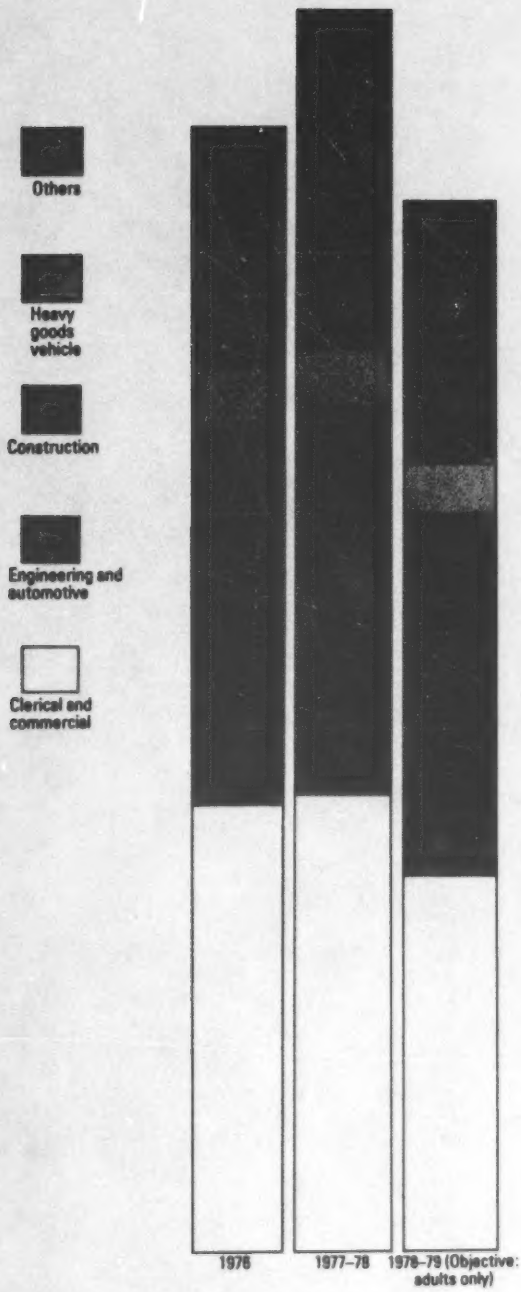


Figure 11 Analysis of skills taught under TOPS.

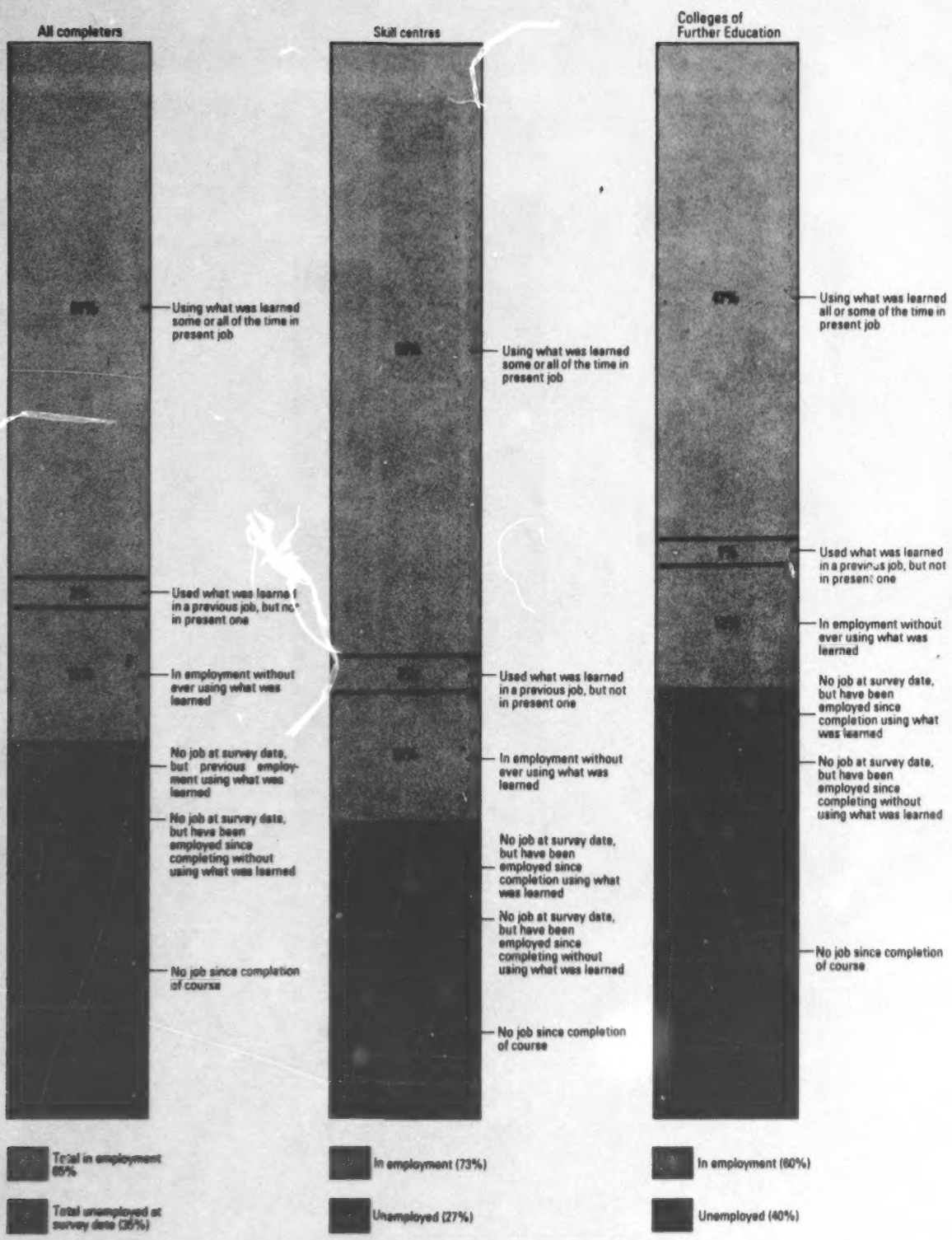

All completers
Skill centres
Colleges of Further Education
Using what was learned some or all of the time in present job
Used what was learned in a previous job, but not in present one
In employment without ever using what was learned
No job at survey date, but previous employment using what was learned
No job at survey date, but have been employed since completing without using what was learned
No job since completion of course
Using what was learned some or all of the time in present job
Used what was learned in a previous job, but not in present one
In employment without ever using what was learned
No job at survey date, but have been employed since completion using what was learned
No job at survey date, but have been employed since completing without using what was learned
No job since completion of course
Using what was learned all or some of the time in present job
Used what was learned in a previous job, but not in present one
In employment without ever using what was learned
No job at survey date, but have been employed since completion using what was learned
No job at survey date, but have been employed since completing without using what was learned
No job since completion of course
Total in employment 65%
Total unemployed at survey date (35%)
In employment (73%)
Unemployed (27%)
In employment (60%)
Unemployed (40%)

Figure 12 Subsequent experience of TOPS trainees, January–September 1977. Survey based on a 1 in 6 sample of all trainees completing courses under TOPS, carried out three months after the date of completion of training.

TABLE 15 PER enrolled candidates entering training under TOPS*

	1974–5	*1975–6*	*1976–7*	*1977–8*
PER applicants commencing higher level TOPS courses	972	2,067	3,150	3,750

TABLE 16 Occupational coverage of TOPS and the total labour force

Occupational category†	*1976 TOPS completions*	*% of total 1976 completions*	*Labour force‡ 1976 stock (thousands)*	*% of total labour force*
1 Admin. and managers	2,552	2.8	1,108	4.4
2 Scientists, technologists	101	0.1	482	1.9
3 Professional engineers	163	0.2		
4 Education professions	157	0.2	828	3.3
5 Health and social services professions	1,040	1.2	887	3.6
6 Other professions	866	1.0	526	2.1
7 Technicians and draughtsmen	2,196	2.4	421	1.7
8 Clerical and secretarial	33,776	37.7	3,970	15.9
9 Other non-manual	3,849	4.3	3,914	15.7
10 Engineering trades	17,258	19.2	2,315	9.3
11 Other transferable trades	8,009	8.9	1,694	6.8
12 Other trades	6,563	7.3	1,794	7.2
13 Semi-skilled I – transferable	5,689	6.3	2,337	9.4
14 Semi-skilled I – other	2,018	2.3	1,906	7.7
15 Semi-skilled II	334	0.4	947	3.8
16 Other occupations	—	—	1,782	7.2
Total all occupations	84,571	94.3	24,912	100
Non-job specific training	5,080	5.7		
Total	89,651	100		

TABLE 17 Net cost of TOPS

	Skillcentres	*Colleges*
	£	£
1 Gross cost per completion	3,526	2,256
2 Income tax and NI contribution offsets	+141.62	+48.84
3 Unemployed and supp. benefit offsets	−658.92	−322.64
4 Expenditure tax offsets	−33.79	−43.07
5 Net cost (1 minus 2 to 4)	2,974.91	1,939.13
6 Net cost as % of gross cost	84.37%	85.95%

*PER = Professional and Executive Recruitment.

†Estimated outturn.

‡Source: Warwick Manpower Research Group: 'Britain's medium term employment prospects'.

Notes

1 Trenaman, J. M. (1967) *Communication and Comprehension*, London, Longman Group Ltd., p. 187.

2 Department of Education and Science (1973) *Adult Education: A Plan for Development*, London, HMSO (The Russell Report), paragraph 8, p. 3.

3 'In the Financial Year 1968/9, the last year for which we have complete figures, the net expenditure on adult education was about £16 million by local education authorities and £1.4 million by the Department of Education and Science. Expenditure of this order represents barely 1 per cent of the national educational budget or less than £10 per year for each of the two million adult students attending adult education classes.' (ibid., paragraph 4, p. x.) By the mid to late 1970s, the indications were that adult education provision had been more seriously affected than other sectors of education by the economic situation, suggesting that its financial portion was then considerably under 1 per cent.

4 Department of Education and Science (1978) *The Department of Education and Science – A Brief Guide*, London, HMSO. Arrangements have changed since the book was published: The diagram on page 15 incorrectly assign adult education to the Higher and Further Education 2 branch.

5 Department of Education and Science, op. cit. (note 2), paragraph 156, pp. 51–2.

6 ibid., paragraph 155, p. 51.

7 ibid., paragraph 79, p. 26.

8 ibid.

9 ibid., paragraphs 157.9 and 158, p. 52.

10 ibid., paragraph 6, p. 185.

11 ibid., Table 1, p. 203. The Russell committee found that 112 of the 163 LEAs used the FE subcommittee, 25 used another committee and 26 did not supply information on that topic.

12 Elsdon, K. T. (1975) *Training for Adult Education*, Nottingham Studies in the Theory and Practice of the Education of Adults, Department of Adult Education, University of Nottingham in association with the National Institute of Adult Education, pp. 93–4.

13 Department of Education and Science, op. cit. (note 2), paragraph 199, pp. 66–7.

14 Department of Education and Science (1977) *A New Partnership for Our Schools*, London, HMSO (The Taylor Report).

15 Department of Education and Science (1978) *Scales of Salaries for Teachers in Establishments for Further Education, England and Wales, 1978*, London, HMSO, Part III, 1, p. 18; and Part IV, 2, p. 19.

16 ibid., Part II, 9, p. 2. It is clear from comparing that section with the 1976 edition that teachers in adult education are being placed generally on Burnham FE terms, leaving much less discretion to the LEA than formerly.

17 Mee, G. and Wiltshire, H. (1978) *Structure and Performance in Adult Education*, London, Longman Group Ltd., p. 112.

18 Clyne, P. (1972) *The Disadvantaged Adult: Educational and Social Needs of Minority Groups*, London, Longman Group Ltd.

19 ibid., p. 5.

20 Department of Education and Science, op. cit. (note 2), paragraph 187, p. 61.

21 Settlements founded at the end of the last century concerned with the needs of those living in deprived urban areas cooperate as the British Association of Settlements, defining the purpose of a settlement as being: 'to encourage and enable people to move towards the vision of a caring, sharing society, to bring about the maximum involvement of the group, neighbourhood or community in solving the problems that concern them, in participating in the decisions that affect them and in running their own affairs'.

22 Clyne, op. cit. (note 18), p. 49.

23 Jones, H. A. and Charnley, A. H. (1978) *Adult Literacy: A Study of its Impact*, Leicester, National Institute of Adult Education, pp. 27–8.

24 Haviland, R. M. (1973) 'Provision for adult literacy in England', in *Survey of Provision for Adult Literacy in England*, Reading, University of Reading. It gives a figure of 5,170 for adults being taught literacy skills.

25 Department of Education and Science (1978) *Adult Literacy in 1977–78: A Remarkable Educational Advance*, London, HMSO, paragraphs 179 and 130, pp. 42 and 31.

26 ibid., paragraph 47, p. 12.
27 ibid., paragraph 179, pp. 42–3.
28 ibid., paragraph 47, p. 12.
29 ibid., paragraphs 180–1, p. 43.
30 ibid., paragraph 182, p. 43.
31 ibid.
32 Mee and Wiltshire, op. cit. (note 17), p. 112.
33 ibid.
34 Department of Education and Science, op. cit. (note 2), paragraphs 173–5, pp. 57–8.
35 National Institute of Adult Education (1978) *The Year Book of Adult Education, 1978–9*, Leicester, NIAE, p. 7.
36 Department of Education and Science, op. cit. (note 2). paragraph 160.4, p. 54.
37 Department of Education and Science, op. cit. (note 2), paragraphs 204 and 205, pp. 68–9.
38 Elsdon, op. cit. (note 12), p. 94.
39 Department of Education and Science, op. cit. (note 2), paragraph 222 and footnote 1, p. 75.
40 Elsdon, op. cit. (note 12), p. 94.
41 This figure includes nearly forty branches in Scotland and Northern Ireland.
42 Department of Education and Science, op. cit. (note 2), paragraph 113, p. 38.
43 Workers' Educational Association (1977) *Report of the National Committee of the Workers' Educational Association for 1975–7*, London, WEA, p. 8.
44 ibid., p. 7.
45 ibid., p. 9.
46 Department of Education and Science, op. cit. (note 2), paragraph 232, pp. 78–9.
47 FE (Amendment) Regulations 1977, Part IV, 28A: 'The power conferred by regulation 28(1) above shall include a power to pay a grant towards the expenses incurred by a district committee of the Workers' Educational Association in connection with the provision of any such course as is mentioned in that regulation; and without prejudice to regulation 28(3), regulation 32(2) (conditions of grant) shall apply in respect of the payment of grant to any such committee.' (Regulation 28(1) is quoted in paragraph 2.9 of this unit.)
48 Department of Education and Science, op. cit. (note 2), paragraphs 233 and 235, p. 79.
49 Wenley, R. M. (1895) *The University Extension Movement in Scotland*: quoted in Kelly, T. (1970) *A History of Adult Education in Great Britain from the Middle Ages to the Twentieth Century*, Liverpool, Liverpool University Press, 2nd edition, p. 224.
50 Ministry of Reconstruction (1919) *Final Report of the Adult Education Committee of the Ministry of Reconstruction*, Cmd. 321, London, HMSO, p. 295 (known as the *1919 Report*) quoting the views of a Scottish educator that the committee consulted.
51 Scottish Education Department (1975) *Adult Education: The Challenge of Change*, Edinburgh, HMSO (The Alexander Report).
52 ibid., paragraph 32, p. 13
53 Quoted in *The Times Educational Supplement (Scotland)*, 10 February 1978.
54 Scottish Education Department (1977) *Professional Education and Training for Community Education*, Edinburgh, HMSO (The Carnegy Report).
55 A lot of work was for O-level examinations: Workers' Educational Association, op. cit. (note 43), p. 16.
56 Manpower Services Commission (1978) *Review and Plan 1978*, London, MSC, pp. 4 and 5.
57 Manpower Services Commission (1978) *Tops Review 1978*, London, MSC, p. 14.
58 Manpower Services Commission (1978) *Annual Report 1977–8*, London, MSC, p. 23.
59 Department of Education and Science (1977) *Adult Literacy Developments in 1976/77*, London, HMSO, Appendix II, p. 57.
60 Department of Education and Science, op. cit. (note 25), paragraph 44, p. 11.
61 ibid., paragraphs 124–5, p. 30.
62 Workers Educational Association, op. cit. (note 43), p. 10.
63 House of Commons (1977) *Tenth Report from the Expenditure Committee (Education, Arts and Home Office) Session 1976–7, The Attainments of the School Leaver*, London, HMSO, paragraph 171, pp. 52–3.
64 Universities Council for Adult Education (1977) *Annual Report 1976–77*, London, UCAE, p. 4.

65 House of Commons (1978) *Government's Response to The Attainments of the School Leaver*, Cmnd. 7124, London, HMSO p. 11.
66 National Institute for Adult Education (1976) *Adult Education*, Annual Conference Report, vol. 49, p. 100.
67 National Institute for Adult Education (1977) *Adult Education*, Annual Conference Report, vol. 50, p. 115.
68 Elsdon, op. cit. (note 12), p. 65.
69 Motives and motivation are crucial in making provision here as they are elsewhere, since potential students may fear the ulterior motives of the educational providers. For example, a BBC series for members of trade unions found some hostility when carrying out a survey related to the programmes. It should be made clear that these comments were made in anticipation. When the programmes had been seen, attitudes modified.

> It is worth noting that a significant number of trade unionists in this survey, when specifically asked, thought that the BBC's involvement in the project would result in biased presentation of the facts. As one TGWU branch officer put it: 'I feel that with BBC involvement in such a study it would be slanted against trade unionism in favour of the capitalist establishment'. Some were concerned that 'a neutral presentation may present overtly or subtly that trade unions should be "responsible", i.e. weak and accommodating'. On the other hand, a small number were anxious that the programmes should not be biased to the left. Others felt that there might be considerable opposition from the CBI and other employers' organisations, or that the BBC might lose its reputation for impartiality. The following two quotations illustrate some of the reservations about BBC involvement:
>
> 'Television does not present the trade unions of the workers honestly. In discussion, the presenter leads the discussion, sets the framework and restricts the full play of ideas. There is the time restriction and always the need to be bright and entertaining – even at the expense of content. And Mrs Whitehouse is always in the background ready to jump at any offence to her middle-class prejudices. How to overcome these difficulties? I really don't know except perhaps to have a studio full of Clyde shop stewards, unlimited time and a gagged Mrs Whitehouse.'
> 'I would be wary of how much of BBC writing and editing of the programmes were in the hands of the BBC – though having a fair record of impartiality – because if the decisions were taken by the establishment members then the field could become too restricted. Even the TUC participants could give a too institutionalised attitude towards the trade union movement.'

Matthews, A. (1978) *Trade Union Studies: A Partnership in Adult Education between the BBC, the TUC and the WEA*, London, BBC Publications, pp. 9–10.
70 Department of Education and Science and the Scottish Education Department (1978) *Higher Education into the 1990s*, London and Edinburgh, HMSO, p. 9.
71 ibid.
72 Wiltshire, H. C. and Mee, G. (1977) 'Is the adult-education service nearing total collapse?' *The Times Educational Supplement*, 6 May, p. 18. The authors speculate that, with some authorities reducing the length of courses rather than imposing hefty fee increases, tuition time fell by around 20 per cent. Taken with the fall in student enrolments, this gave a reduction in student hours against the previous year in the region of 30 per cent. (See, for example, Unit 5, section 4.4.)
73 Advisory Council for Adult and Continuing Education (1978) *Response to 'Higher Education into the 1900s'*, London, ACACE.
74 Schwartz, B. (1974) 'Permanent Education', in *Educating Man for the 21st Century*, vol. 8 of Project 1, The Hague, Martinus Nijhoff, pp. 159–72.
75 ibid., p. 159.
76 UNESCO (1972) *Learning to Be: The World of Education Today and Tomorrow*, Paris, UNESCO (The Faure Report).
77 Schwartz, op. cit. (note 74), p. 171: quoting *Learning To Be*.
78 UNESCO, op. cit. (note 76), p. 6.
79 Ministry of Reconstruction, op. cit. (note 50), paragraph 5, p. 5.
80 UNESCO, op. cit. (note 76), p. 82.
81 Organization for Economic Co-operation and Development (1977) *Learning Opportunities for Adults*, quoted in NIAE, op. cit. (Note 35), p. 2.

82 ibid., quoted loc. cit.
83 ibid., quoted loc. cit., p. 3.
84 Mee and Wiltshire, op. cit. (note 17), pp. 108–9.
85 ibid.
86 Manpower Services Commission (1976) *Annual Report 1975–76*, London, MSC, p. 1.
87 Department of Education and Science (1977), *Statistics of Education 1975*, Vol. 3, *Further Education*, Table 3.
88 Mee and Wiltshire, op. cit. (note 17), p. 96.
89 Department of Education and Science, op. cit. (note 87), Table 69.
90 Advisory Committee on the Supply and Training of Teachers (1978) *The Training of Adult Education and Part-time Further Education Teachers*, London, ACSTT.
91 Department of Education and Science, op. cit. (note 87), Table 70.
92 Universities Council for Adult Education, op. cit. (note 64), Tables 8(a) and 8(b).
93 Scottish Education Department (1976), *Scottish Educational Statistics 1974*, Edinburgh, HMSO, Table 49.
94 ibid.
95 Based on Scottish Education Department, op. cit. (note 51), Table 1, p. 117 and Appendix 6.
96 Department of Education (1977), *Northern Ireland Education Statistics*, Vol. 24, *Finance and Further Education*, Belfast, HMSO, Table 46.
97 ibid., Tables 47 and 48.

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Text

K. T. Elsdon 'Training for Adult Education' National Institute of Adult Education 1975. Reproduced by permission of the author; G. Mee and H. Wiltshire, *Structure and Performance in Adult Education*, Longman 1978:

Tables

Tables 2, 3 and 5 from *Statistics of Education 1975* Vol. 3. Reproduced by permission of the Controller of HMSO; *Table 6* from Universities Council for Adult Education *Annual Report 1976–77*, UCAE 1977; *Tables 8 and 9* from Scottish Education Department, *Scottish Educational Statistics 1974*. Reproduced by permission of the Controller of HMSO; *Table 10* from Scottish Education Department, *Adult Education: The Challenge of Change, 1975*. Reproduced by permission of the Controller of HMSO; *Tables 11 and 12* from Department of Education, Belfast, *Northern Ireland Education Statistics*, Vol. 24. Reproduced by permission of the Controller of HMSO; *Tables 13 and 14* from MSC *Annual Report 1977–78*; *Tables 16 and 17* from *TOPS Review 1978*.

Figures

Figure 1 from A. Stock *Adult Education in Great Britain*, National Institute of Adult Education, July 1978; *Figures 8, 11 and 12* from MSC *Annual Report 1977–8; Figures 9 and 10* from *TOPS Review 1978*.

E222 The control of education in Britain

UNIT 1 An Introduction to the Control of Education in Britain

UNIT 2 The Department of Education & Science: *Central* Control of Education?

UNIT 3 The Welsh Office, the Scottish Education Department and the Northern Ireland Office: Central or Devolved Control of Education?

UNIT 4 The Local Government of Education

UNIT 5 The Local Government of Education: Berkshire Case Study

UNIT 6 The Politics of Educational Policy-making: Pressures on Central and Local Government

UNIT 7 Finance for Education

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UNIT 9 The Curriculum: A Question of Control

UNIT 10 The Schools (5–16) Part I

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UNIT 12 The Colleges and Schools: Provision for the 16–19 Year Olds

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